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GENERAL PLAN

Stanislaus County



A COMPREHENSIVE GENERAL PLAN FOR
THE COUNTY OF STANISLAUS, CALIFORNIA

INITIAL APPROVAL BY THE STANISLAUS
COUNTY PLANNING COMMISSION
JULY 3, 1975

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INTRODUCTION

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INTRODUCTION

The Planning and Zoning Law of the State of California requires each city and county to establish a comprehensive planning process to guide future growth within its jurisdiction in a manner responsive to the valid needs and desires of its citizens. The prime areas of concern in the establishment of such a planning process are land use, circulation, scenic highways, open space, conservation of resources, safety, seismic safety, noise, and associated physical, social, and economic factors.

Comprehensive land use planning in Stanislaus County started as a joint project of the Modesto and Stanislaus County Planning Departments in 1956. The initial goal was to develop and adopt a general plan for the Modesto/Ceres Area.

Interest by other cities, and the availability of supplementary funds from the federal government resulted in an expansion of the program to include all of the seven cities and county contracting with the United States Housing and Home Finance Agency. Direction of the program was assigned to the Cities-County Planning Advisory Committee which was composed of representation from all of the eight participating agencies. The Committee was later expanded to include representation from the town of Empire. The Stanislaus County Planning Commission acted as the contracting agency and the County furnished office space, equipment, and transportation for the directing staff which at one time included eleven people.

In 1957 the program was expanded to include an area designated as the Stanislaus Urban Region, which included the cities of Ceres, Modesto, Newman, Oakdale, Patterson, Riverbank and Turlock, and the unincorporated urban communities of Crows Landing, Denair, Empire, Grayson, Hickman, Hughson, Keyes, Salida, Waterford, and Westley. Other projects assigned to the staff included standardization of subdivision and zoning ordinances, a thoroughfare plan, and a survey of housing.

On February 1, 1960, the 3-year contract with the federal government was completed with general plans for the Modesto-Ceres-Empire area, Newman, Oakdale, Patterson, and Riverbank adopted by the Cities and County Planning Commission. During the remainder of 1960 and 1961 the City of Turlock and County cooperated to complete and adopt a general plan for the Turlock area and in 1961 the County Planning Commission completed and adopted a general plan for all of Stanislaus County. Final adoption of the Newman, Patterson, and Riverbank area plans was completed by the Board of Supervisors in September 1964. The Oakdale area plan was adopted three months later.

During 1963 and 1964 the Cities of Ceres, Modesto, and Newman began work on individual city plans. The Newman plan, prepared by a private

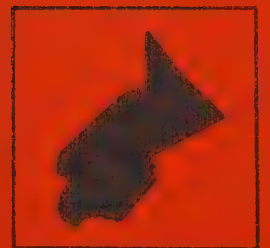
consultant and financed in part by a Federal Grant, was completed during 1963 and adopted by the City Council in April 1964. Also prepared by a private firm through a Federal Grant, the Ceres plan was completed in 1964 and adopted by the City Council in May 1965. A separate plan for the Modesto Urban Area was prepared by the City Planning Staff and adopted in September 1965 as an amendment to the Modesto portion of the original Modesto-Ceres-Empire Area plan.

Following the preparation of individual city plans for the Modesto-Ceres-Empire Area, the County Planning Staff prepared a composite area plan utilizing the city plans. In the areas of overlap between the two city plans, some conflict occurred and resulted in modification of both plans to reach a compromise solution. It was necessary to extend the Modesto plan east to include the Empire area. This plan, and the modified County-wide general plan, were adopted by the County Planning Commission in December 1965 and the Board of Supervisors in January 1966.

In the years 1966 to 1972, several new elements were added to the County's General Plan. Specifically, a Recreation Element was added in 1966, the first phase of a Housing Element in 1969, Sewer and Water Element in 1971, Highway Transportation Element in 1971 and an Airport Master Plan in 1972. In 1973, new State legislation requiring consistence between the General Plan and the Zoning Ordinance became effective. In fulfilling the requirements of this legislation, the County undertook a two year program of General Plan review and rezoning characterized by a locally oriented citizen input program described in the text of the Land Use Element.

This updated text is the result of the subsequent review and coordination of all previously adopted elements and constitutes a comprehensive coordinated General Plan fulfilling the requirements of State law and the needs of Stanislaus County citizenry.

Stanislaus County



LAND USE ELEMENT

PURPOSE OF THE LAND USE ELEMENT

Land use considerations are of foremost importance in that they are basic to and interrelated with each of the other areas of concern. The importance of land use consideration is demonstrated by the fact that the land use element has been a mandatory element of a city or county general plan since 1955.

Section 65302 (a) of the California Government Code defines the requirement for a land use element as follows:

"A land use element which designated the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

In varying degrees, all of the elements of the General Plan will contain assumptions and proposals which relate to the land use element. Circulation, for example, is one of the determinants as to the form of human settlement and of the uses of the land. Conversely, land use creates the demand for circulation facilities. The safety and seismic safety elements provide information and policies regarding natural and man-made hazards which need to be recognized in the land use element. Together with the open space element, they define lands to be reserved in a natural state and other lands for urban purposes or for production of food, fiber, or minerals. Considered along with the conservation element they define criteria and standards and identify programs needed to control the impact of man's activities in the natural environment.

Chapter 4 of the State Planning Act enable cities and counties to regulate the use of land in order to protect the public health, safety and general welfare. Recent amendments to the law require a closer relationship between the objectives, policies and land uses of the general plan and regulatory devices provided for in the zoning ordinance.

Section 65860 - Consistency of zoning with the General Plan:

1. County or city zoning ordinances shall be consistent with the general plan of the county or city by January 1, 1974. A zoning ordinance shall be consistent with a city or county general plan only if:
 - (a) the city or county has officially adopted such a plan; and
 - (b) The various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses and programs specified in such a plan.
2. Any residents or property owner within a city or county, as the case may be, may bring an action in the superior court to enforce compliance with the provisions of subdivision (a). Any such action or proceedings shall be governed by Chapter 2 (commencing with Section 1084) of Title 1 or part 3 of the Code of Civil Procedure. Any action or proceedings taken pursuant to the provisions of this subsection must be taken within six months of January 1, 1974 or within 90 days of the enactment of any new zoning ordinance or the amendment of any existing zoning ordinance as to said amendment or amendments.
3. In the event that a zoning ordinance becomes inconsistent with a general plan by reason of amendment to such a plan, or to any element of such a plan, such zoning ordinance shall be amended within a reasonable time so that it is consistent with the general plan as amended.

In accordance with 1972 and 1973 State legislation requiring consistency between zoning and general plans, the county recognized the need for additional comprehensive general plan and zoning study. Prime among the inconsistencies found was the existence of approximately 150,000 acres of property in unclassified or land use ordinance district. These districts allowed a range of usages in direct conflict with the General Plan's designation of the areas for agriculture. As a result, the Board of Supervisors on September 11, 1973, reclassified all lands previously under unclassified or land use ordinances to an exclusive agricultural designation as a holding action pending completion of the needed comprehensive study. At the same time the Board of Supervisors adopted Resolution No. 73-1267 establishing the intent and procedure for accomplishment of the study including division of the County into ten planning areas in order to identify priority of study and increase communication in the accomplishment of the assigned task.

RESOLUTION NO. 73-1267

**PROCEDURE FOR REVIEW OF
COUNTY ZONING AND GENERAL
PLAN BY PLANNING AREA**

RESOLUTION NO. 73-1267

RESOLUTION OF THE STANISLAUS COUNTY BOARD OF
SUPERVISORS ESTABLISHING THE PROCEDURE FOR RE-
VIEW OF COUNTY ZONING AND GENERAL PLAN BY PLAN-
NING AREA.

WHEREAS, in response to recently enacted requirements of State law mandating consistency between zoning and general plans, the County of Stanislaus has rezoned all properties previously zoned A-1 (Unclassified) or covered by the County's land use ordinance to A-2-10 (Exclusive Agriculture) as a "holding zone" to allow the necessary time for completion of locally oriented studies prior to establishment of permanent zoning on these properties, and

WHEREAS, the Board of Supervisors finds that approval and public distribution of a resolution setting forth the procedure by which the zoning and general plan will be studied and permanent zoning recommended to the Board will assist in achieving greater citizen participation and increased public confidence in connection with these recommendations,

NOW, THEREFORE, BE IT RESOLVED that the following procedures will be followed by Stanislaus County in connection with review of the zoning and general plan of the County preparatory to the recommendation of permanent zoning in lieu of the above referenced "holding zone":

1. The Planning Commission shall proceed with all possible haste to complete its study and recommendations to the Board of Supervisors for establishment of permanent zoning and necessary general plan modifications for individual planning areas, the boundaries of which and priority as to order of study are illustrated on the attached map.
2. The study of each planning area will be accomplished as follows:

- a. *Planning Staff will collect and map or otherwise categorize data for utilization in connection with the study of the planning area.*
 - b. *Data will be presented by the Planning Staff in graphic form (without conclusions or recommendations) to the County Planning Commission and all interested citizen groups within the planning area, including the Planning Commission of any city within the area.*
 - c. *The County Planning Commission will make a thorough field trip throughout the planning area.*
 - d. *Planning Staff will present its preliminary recommendations for amendment of the County zoning and general plan to the same citizen and Planning Commission groups who had initially been presented the basic data.*
 - e. *Planning Staff will present its final recommendations for amendment of the County zoning and general plan to the County Planning Commission at an advertised public hearing, held whenever possible at a location within the planning area.*
 - f. *Planning Staff will present the Planning Commission's recommendation for amendment of the County zoning and general plan to the Board of Supervisors at an advertised public hearing at a time and place specified by them.*
3. *All maps and data with respect to any stage of the above outlined study shall be available for inspection and analysis by any citizen or group upon request to the County Planning Director.*
 4. *The scope of the study shall include not only analysis of existing zoning regulations and general plan designations, but also investigation of possible amendments thereto and/or development of new more flexible and responsive zoning regulations and general plan designations.*
 5. *The Planning Commission shall evaluate the progress of these studies and report thereon to the Board of Supervisors, six*

months and again one year from the date of adoption of this resolution.

6. Any owner of property desiring the Planning Commission to consider the rezoning of his ownership during this study shall either:
 - a. submit a letter outlining the requested change and the supporting reasons therefore following which the request will be reviewed with no fee during the specific planning area study incorporating the property or,
 - b. submit an application, with fee in the customary fashion following which it will be processed according to usual procedure.

BE IT FURTHER RESOLVED that this resolution shall be published within a newspaper of general circulation within the County, and also available for distribution at the County Planning Department and all citizen and Planning Commission meetings referred to above.

Upon motion of Supervisor Paul, seconded by Supervisor Ulm, the foregoing resolution was duly passed and adopted at a regular meeting of the Stanislaus County Board of Supervisors this 11th day of September 1973 by the following rollcall vote:

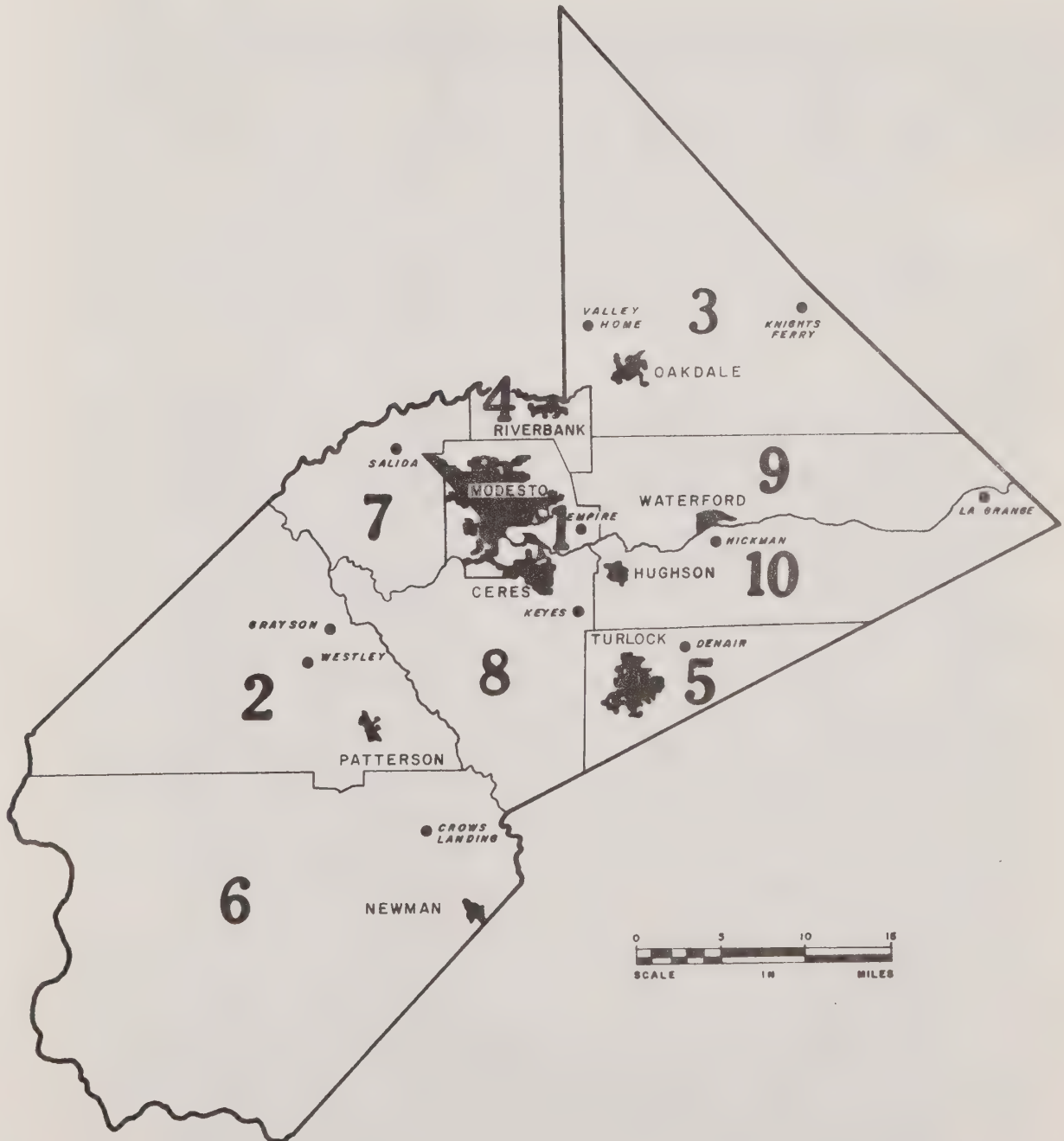
AYES: Supervisors: Paul, Ulm, and VanderWall

NOES: Supervisors: Arakelian and Franzen

ABSENT: Supervisors: None

ATTEST: STEVE R. NELSON, County Clerk
and ex-officio Clerk of the
Board of Supervisors of the
County of Stanislaus, State
of California.

By: Jay L. Braverman
Deputy



STANISLAUS COUNTY PLANNING AREAS

SCOPE OF THE LAND USE ELEMENT

The prime function of this element is the encouragement of land use patterns which are properly responsive to both the characteristics of land and the environmental, economic and social concerns of the people of Stanislaus County. The following categories of land use herein described and illustrated on the land use map are consistent with this goal.

A. USE CATEGORY

1. Agriculture

This designation is intended for lands which are presently or potentially desirable for agricultural usage. They are typically lands which possess characteristics with respect to location, topography, adequacy of size, classification of soils, availability of water and orientation to adjacent usage which in proper combination provide a favorable environment for agricultural production. This designation should not be interpreted to mean that residential or agriculturally oriented commercial and light industrial uses are entirely prohibited. However, it does mean that if the agriculture should remain as free of urban development as possible, zoning for this designation should be agricultural with at least a ten acre minimum parcel size. Farm homes, dwelling units for farm laborers, limited commercial designed and located to service the rural area and properly located agriculturally oriented light industrial uses may be allowed where found consistent with the continued validity of this designation. The agricultural designation is also consistent with areas identified as open space or recreation.

2. Urban Transition

It is anticipated that several of the County's urban areas will continue to expand in the future. The Urban-Transition designation is intended to apply to land which is currently undeveloped but within the reasonably projected limits of urban expansion. The purpose of the designation is to ensure that (1) growth occurs in an orderly and logical manner, (2) land is utilized efficiently, (3) agricultural operations are not eliminated prematurely, (4) the County's planning efforts are complementary to those of the cities in the County, and (5) urban development occurs where proper public services are available.

Consequently, the land within an urban transition area should

be zoned for Exclusive Agriculture. Urban development should be allowed to occur only upon annexation to: (1) an adjacent city, or (2) an adjacent special district which provides sanitary sewer and/or domestic water service.

Cities are encouraged to plan for desired urban use in the Urban-Transition area so that an individual will have knowledge of zoning that would be designated on a certain parcel of land should it be annexed to the city. In Urban-Transition areas on the fringe of unincorporated urbanized areas, the County will be responsible for providing plans of desired community growth.

In addition to the flexibility present in the Exclusive Agricultural zoning, individuals who own land which is within an Urban-Transition area should be allowed to divide their land into two parcels in any 24 month period, providing the County finds that the parcels are consistent with the ultimate urban use of the property and do not conflict with any adopted city zoning and development plans.

3. Residential

This designation is intended for lands which are already planned or developed for urban density residential usage or which are influenced by such lands to an extent that non-urban usage is no longer a viable alternative. A more precise statement of allowable density will be determined by subsequent specific plans which shall be consistent with the plans of any city in close proximity thereto.

4. Commercial and Industrial

These designations are intended for lands which are already planned or developed for urban commercial or industrial usage and demonstrate a valid supportive relationship to existing or projected urban development.

5. Industrial Transition

This designation is intended for lands which for the most part are not zoned or developed for industrial usage, but lie in the path of a valid expansion of a contiguous industrial area. Land falling within this designation may continue to be zoned and used for non-industrial purposes pending demand for such industrial expansion. Re-zoning for industrial usage should not be approved for less than an entire block or its equivalent and must be based on evidence of industrial development capability and a program for adequate relocation of any persons to be ultimately displaced.

6. Planned Development

The Planned Development designation is intended for land which, because of demonstrably unique characteristics, may be suitable for a variety of uses without detrimental effects on other property.

Land within a Planned Development designation should be zoned for Exclusive Agriculture. All development should occur through Planned Development zoning, which basically involves a landowner making a specific development proposal. While planned development zoning applications ordinarily require a minimum area of two acres, this requirement should be waived for parcels of less than two acres which existed at the time an area was designated for Planned Development on the General Plan.

If a Planned Development designation is within a city's planning area, annexation to that city upon demand should be a condition of any development proposals which are approved.

7. Rural Residential

The Rural Residential designation is intended to satisfy the desires of those people who wish to live on a relatively small parcel in a rural setting and are willing to accept less than the full range of urban services. It should be applied only to land which is beyond the projected ultimate (or 20 year) service area of a city or special district which provides urban services. Among the factors which should be considered in determining rural residential areas are:

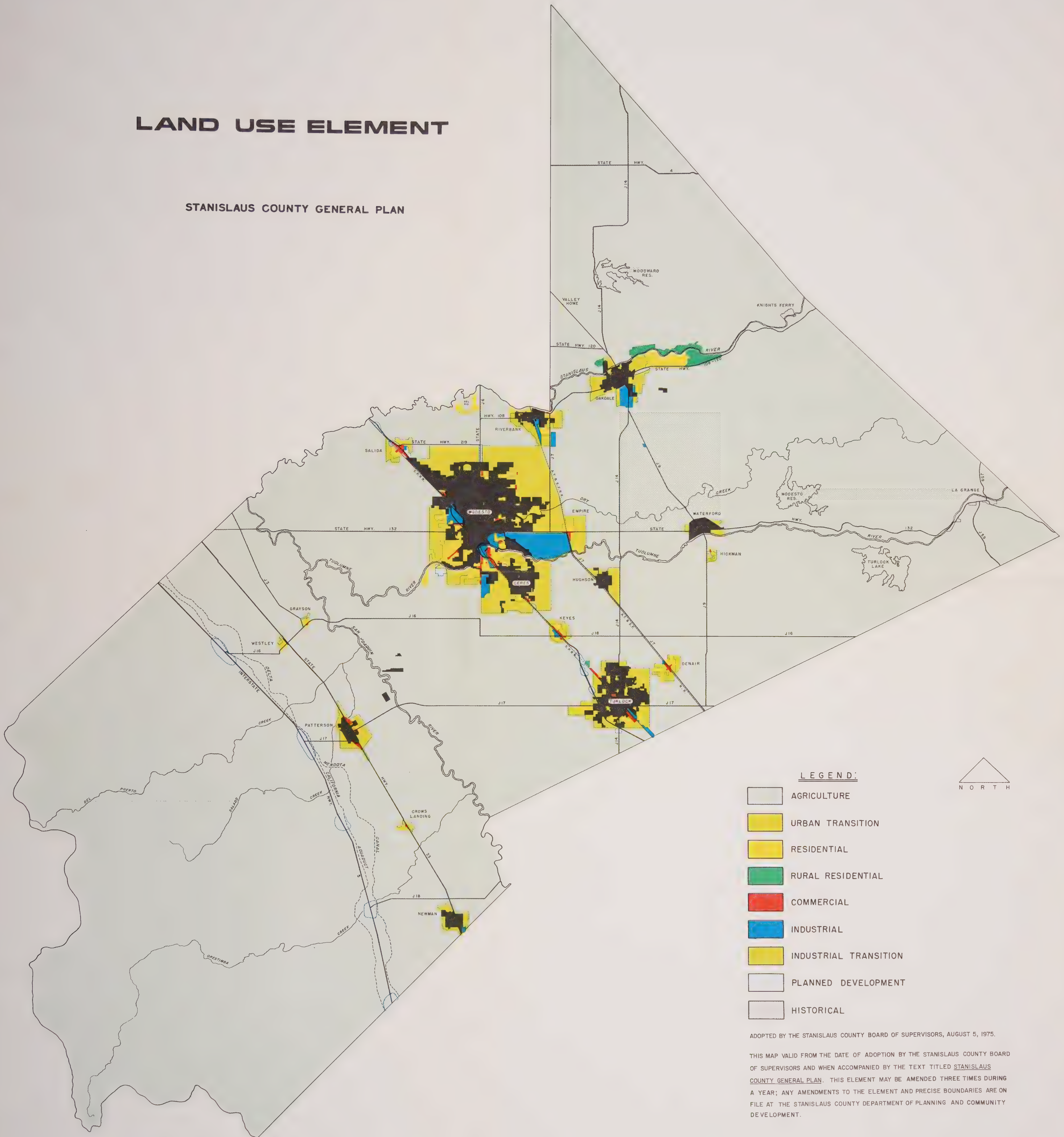
- * *existing and potential agricultural suitability*
- * *land use*
- * *septic tank suitability*
- * *parcel size*
- * *soil type*
- * *public road access*
- * *aesthetic characteristics*
- * *anticipated environmental impact*

8. Historical

The Historical designation is intended for areas which are of local, regional, state or national historical significance. Historical areas should be protected by zoning controls which emphasize the need for all new development to be compatible with the historic nature of the area. Development standards which are applicable elsewhere should be waived if such waiver is consistent with the intent of the Historical designation and does not endanger the public health, safety or welfare.

LAND USE ELEMENT

STANISLAUS COUNTY GENERAL PLAN



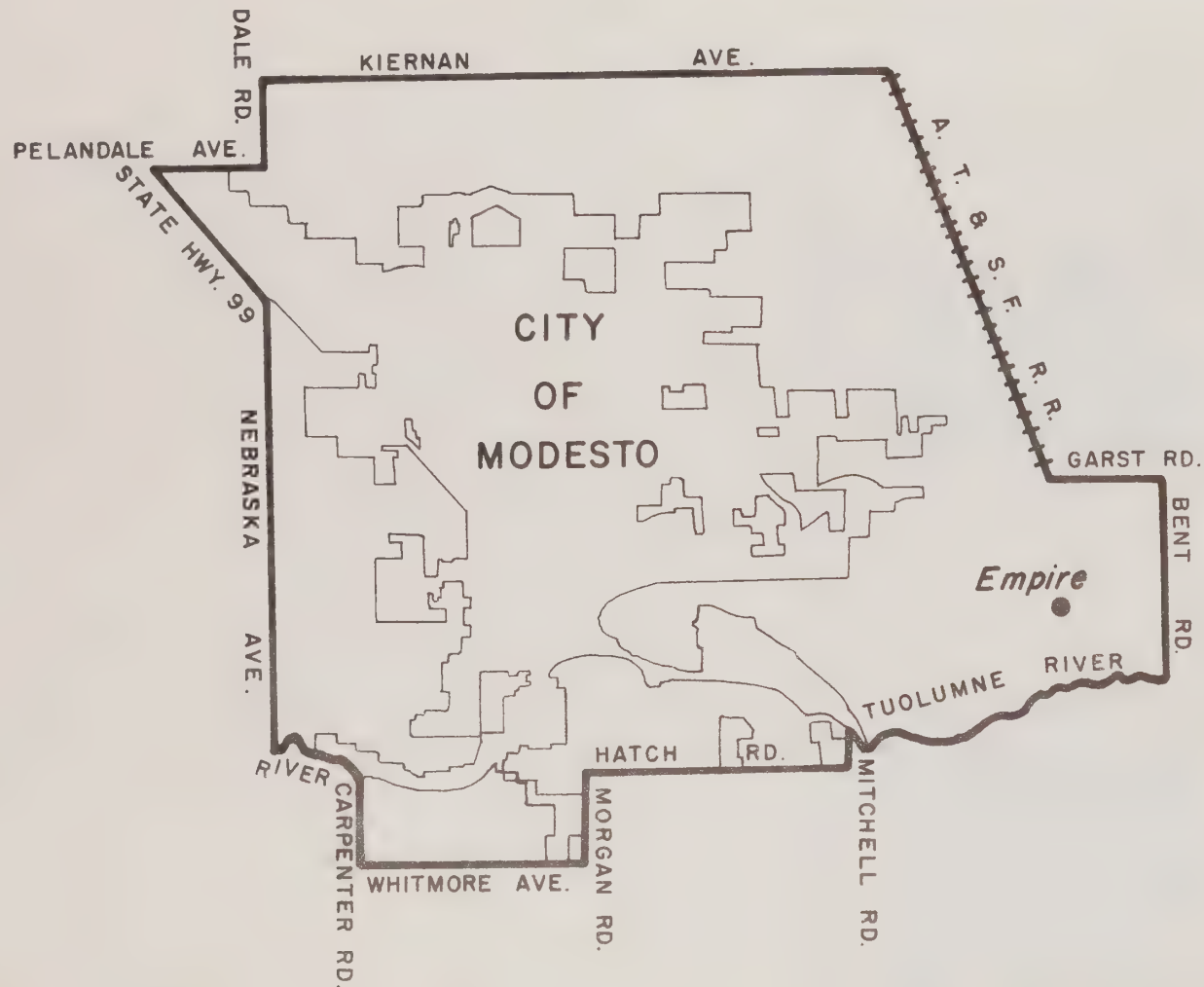
B. PLANNING AREAS

The Planning areas which have been established by the Board of Supervisors pursuant to Resolution No. 73-1267 were developed from a study of special district boundaries. Consideration was given to delineation of planning areas which were of such characteristics, size and orientation that they could efficiently be mapped, studied and graphically presented and which included a city or other population center that could be utilized as a communication center between county government and local citizens. The ten planning areas identified in the resolution are:

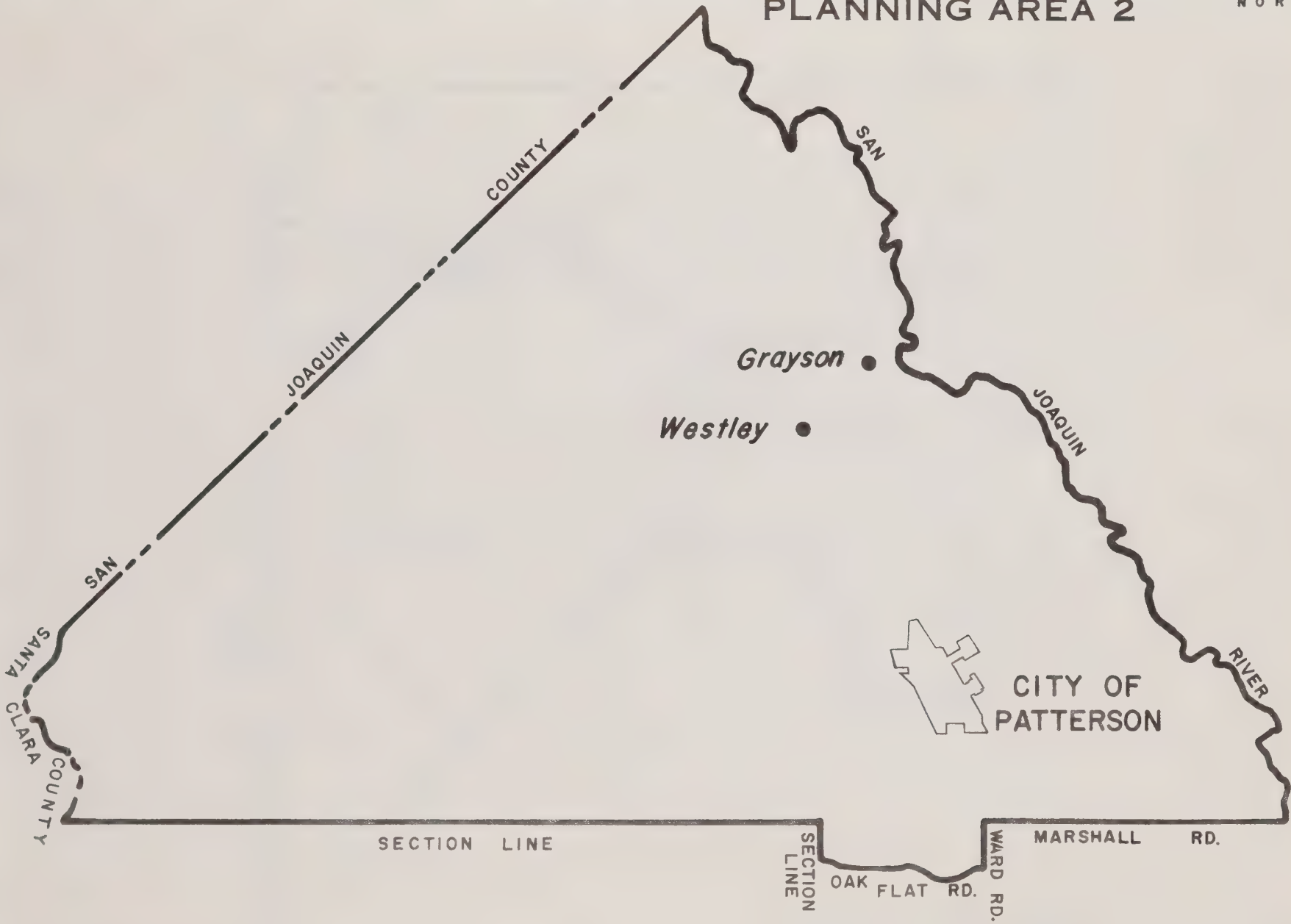
- | | |
|-----------------------------|----------------------|
| 1. Planning Area Number 1 | (Modesto Urban Area) |
| 2. Planning Area Number 2 | (Patterson Area) |
| 3. Planning Area Number 3 | (Oakdale Area) |
| 4. Planning Area Number 4 | (Riverbank Area) |
| 5. Planning Area Number 5 | (Turlock Area) |
| 6. Planning Area Number 6 | (Newman Area) |
| 7. Planning Area Number 7 | (Salida Area) |
| 8. Planning Area Number 8 | (Ceres Area) |
| 9. Planning Area Number 9 | (Waterford Area) |
| 10. Planning Area Number 10 | (Hughson Area) |

The following maps illustrate the boundaries of each planning area:

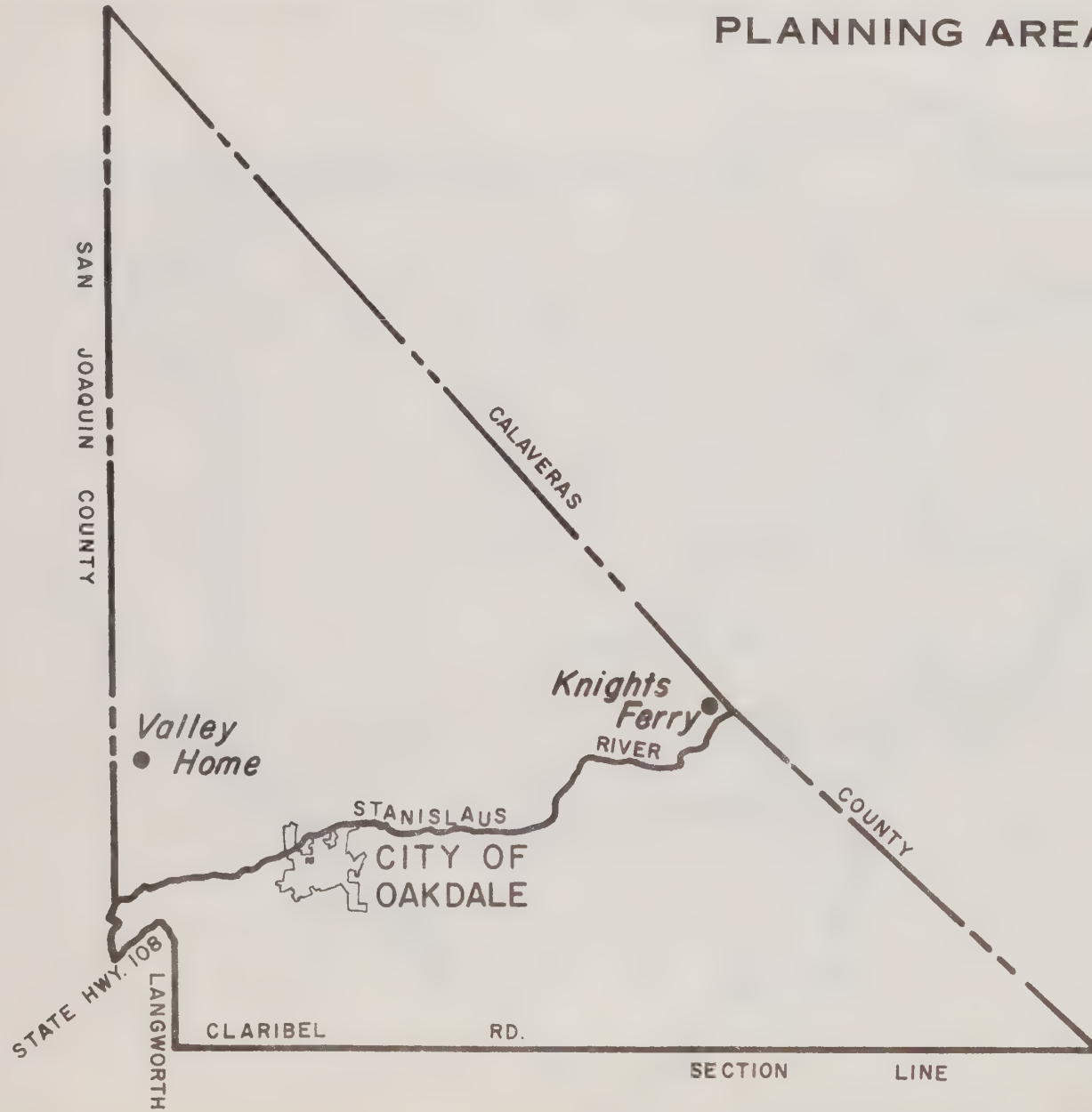
PLANNING AREA 1



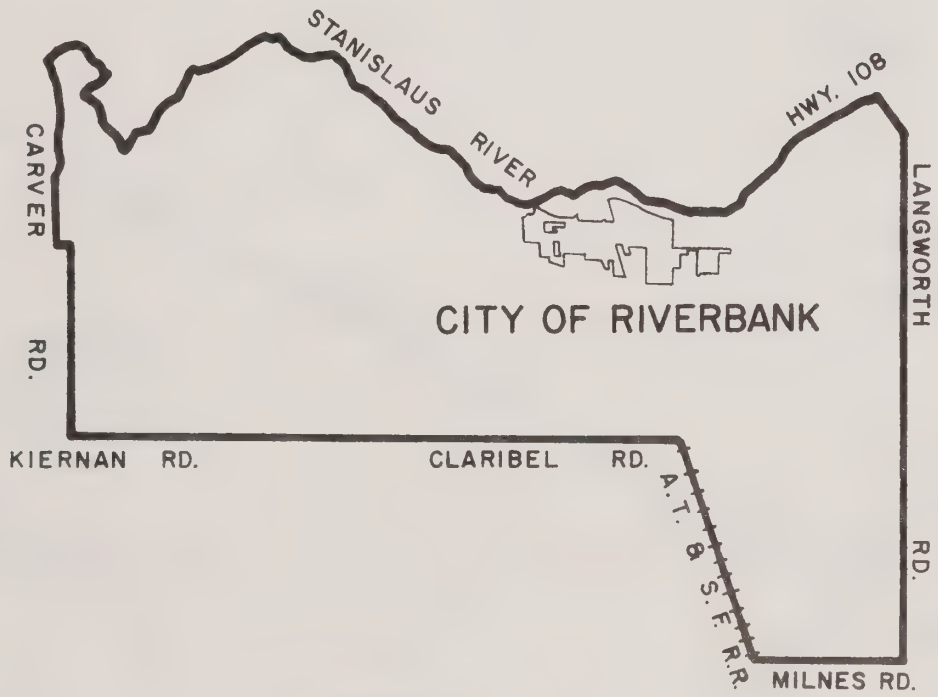
PLANNING AREA 2



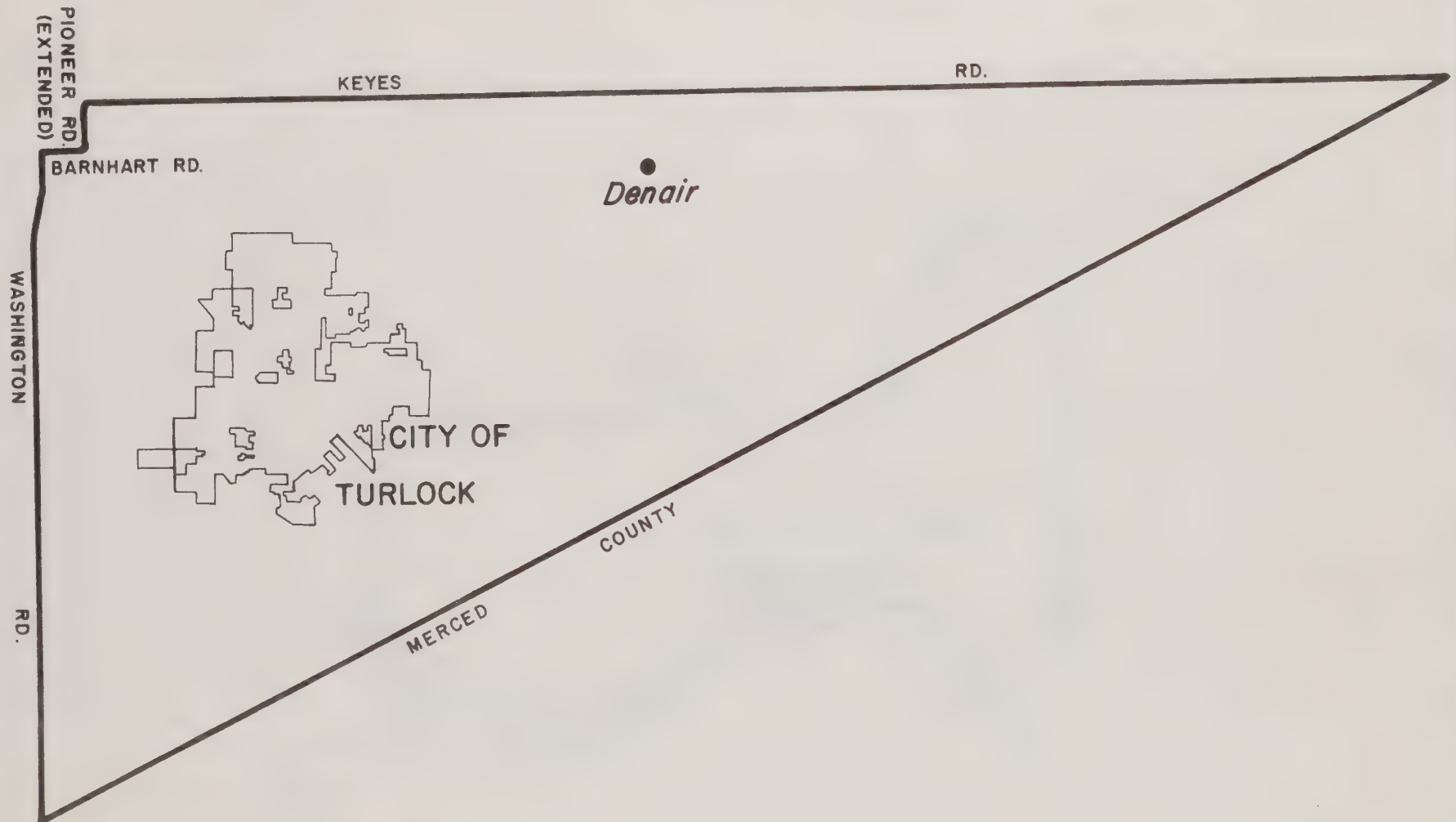
PLANNING AREA 3

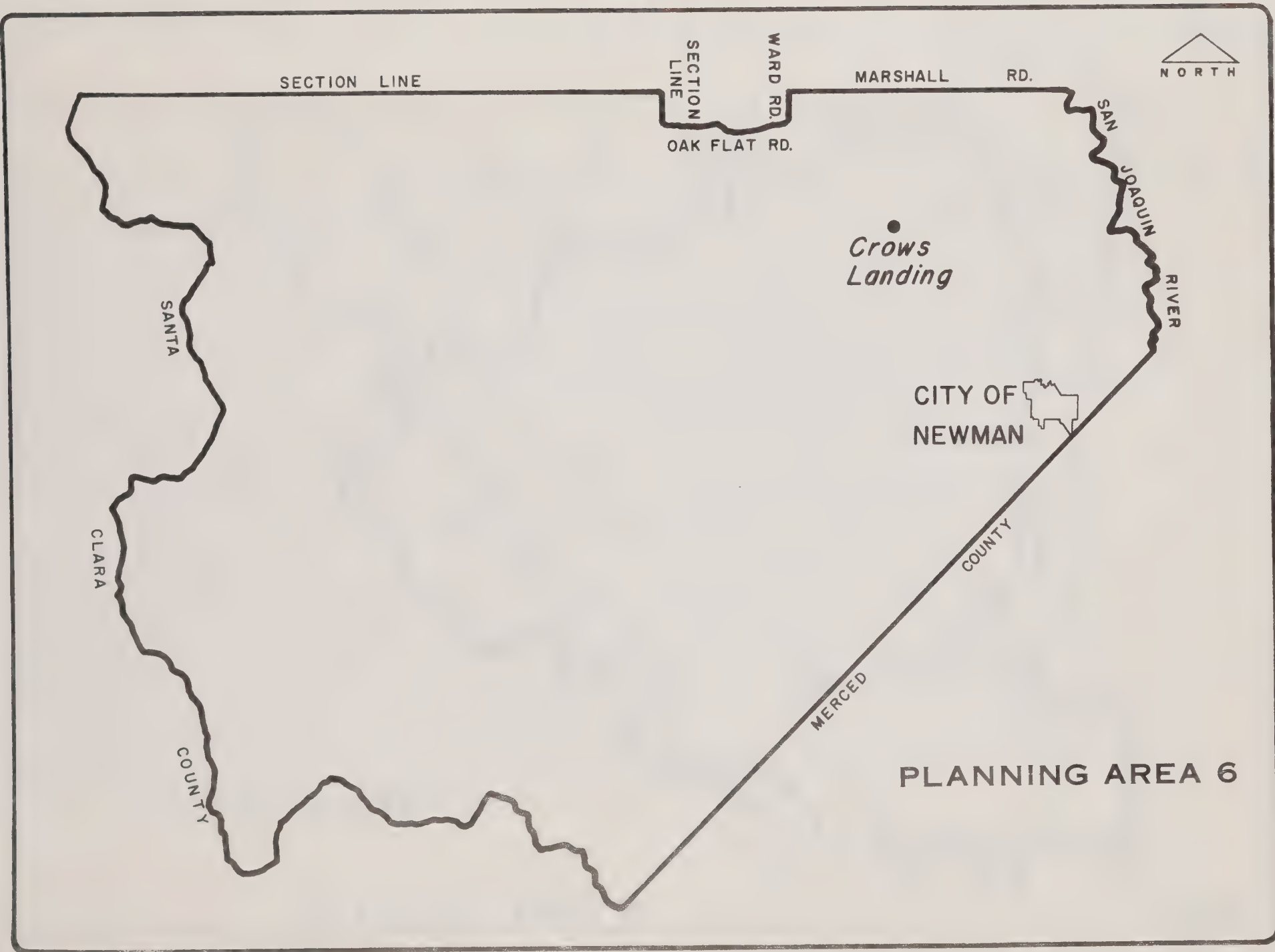


PLANNING AREA 4



PLANNING AREA 5





PLANNING AREA 6

CITY OF
NEWMAN

*Crows
Landing*

SECTION
LINE
WARD RD.
OAK FLAT RD.

SECTION LINE

MARSHALL RD.

SAN JOAQUIN
RIVER

COUNTY

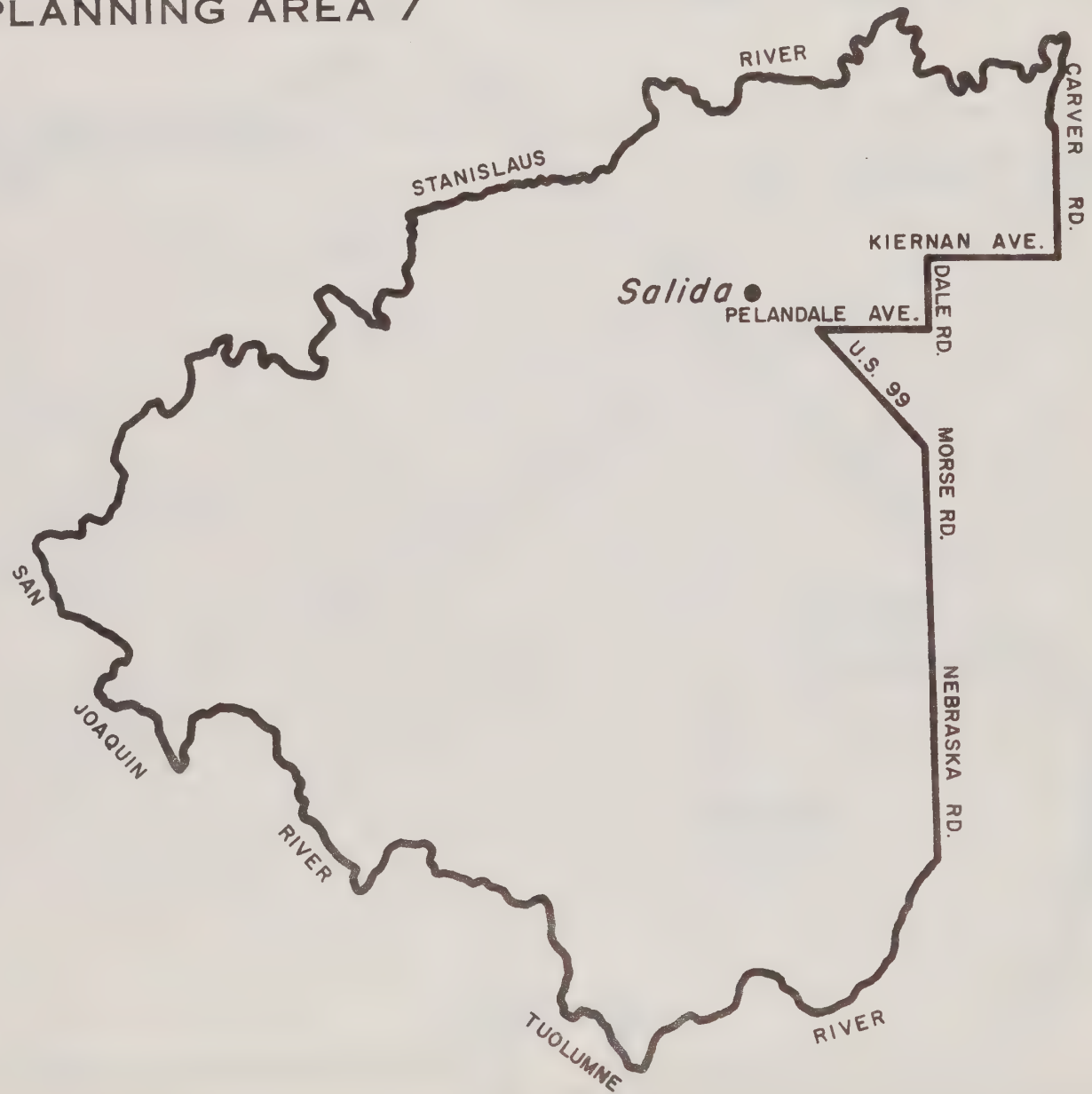
MERCED

SANTA

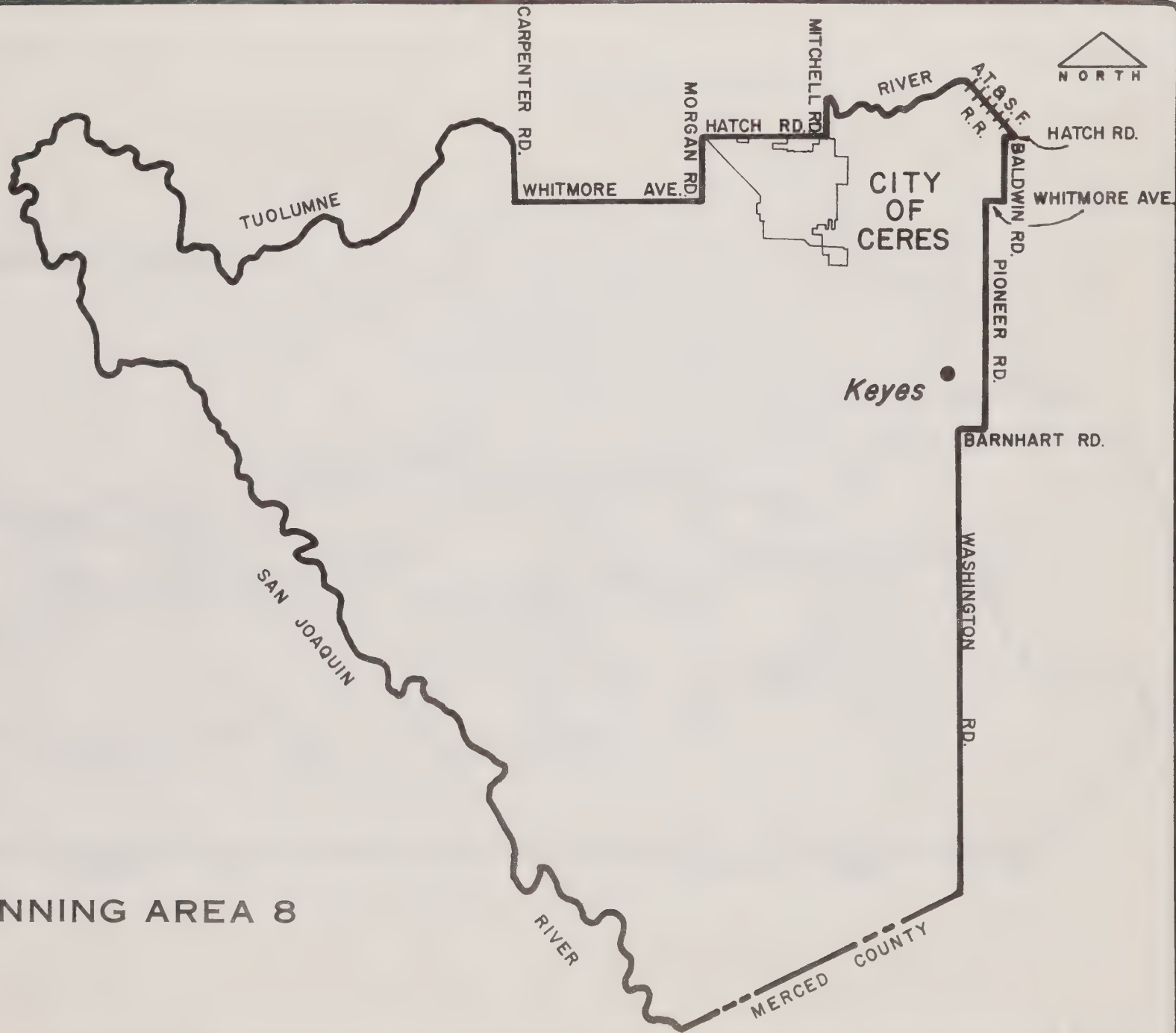
CLARA

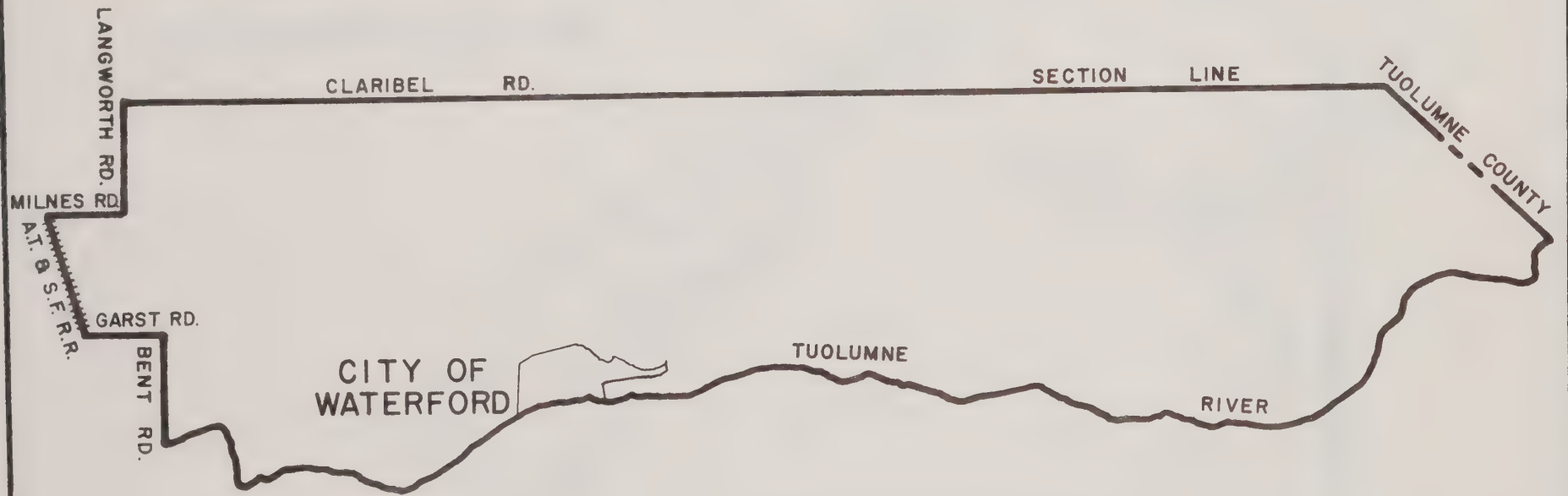
COUNTY

PLANNING AREA 7



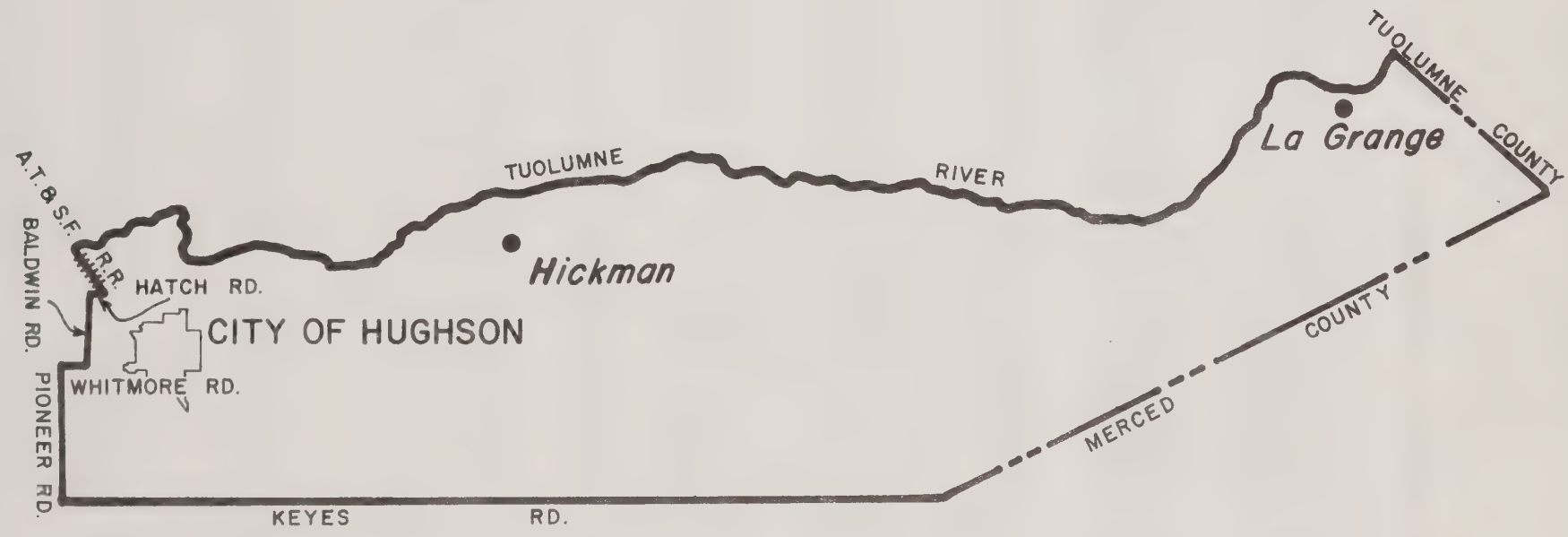
PLANNING AREA 8





PLANNING AREA 9

PLANNING AREA 10



CONFLICTS AND ISSUES

The following objectives have been conceived to avoid land use conflicts which have developed in the past and which should be avoided in the future throughout the County.

1. Discouragement of premature and uncoordinated division of land which force the early cessation of valid agricultural use and do not provide parcels which can be easily accommodated by ultimate urban growth.
2. Establishment of County General Plan procedures which complement rather than compete with the general plans of incorporated cities within the County.
3. Re-evaluation of previously designated Residential, Commercial and Industrial areas for valid relationship to community needs and consideration of possible reclassification to other use designations more consistent with needs and limitations of the area.
4. Development of procedures which can adequately cope with the pressures for development around the interchanges on Interstate Highway 5 and Highway 99.
5. Recognition of unincorporated communities as viable urban developments with provisions for reasonable growth.
6. The need to protect, for environmental reasons, the valuable riparian habitat which is found along the Stanislaus, Tuolumne, and San Joaquin Rivers and other natural waterways.
7. Recognition of factors limiting development, such as high water table, poor soil percolation and unavailability of urban services.

Areas of conflict that are unique to a specific locality have been evaluated and mitigating action has been developed for each instance:

1. Planning Area Number 1 (Modesto Urban Area)
 - (a) Development of procedures which can adequately cope with the increased pressure for urbanization on McHenry Avenue north of the present city limits.
 - (b) Provision for reasonable ultimate expansion of the contiguous industrial areas into the northerly portion of the airport district.

2. Planning Area Number 3 (Oakdale Area)

The recognition of the evident need and desire for additional rural residential development.

3. Planning Area Number 4 (Riverbank Area)

The recognition of the need and desire for properly planned residential development on the periphery of the Del Rio Country Club and establishment of procedures which allow logical and orderly growth.

4. Planning Area Number 7 (Salida Area)

Provision of some additional truck oriented industrial property with maximum relationship to freeway and minimum impact on agricultural land.

LAND USE PLAN

Implementation of this land use element can be accomplished by one of the following avenues: (a) Review and modification of Zoning, (b) Review and modification of Ordinances, or (c) Review of Application for Planned Development approval.

Any of these three implementation measures that might be taken adjacent to cities and/or community service districts should be referred to those cities or districts for comments regarding their planning policies.

A. REVIEW AND MODIFICATION OF ZONING

In compliance with state law requirements recited earlier in this text, the County Planning Commission has completed a thorough analysis of zoning matters resulting in recommendations for rezoning of all land within the unincorporated territory of the County to zone classifications consistent with this element. It is intended that this consistency shall be maintained by establishment of special Planning Commission meetings on a four-month interval to consider requests for zoning not consistent with this element. Parallel consideration is to be given to amendment of this element in a manner rendering it consistent with the zoning request. No application for rezoning inconsistent with this element shall be considered except at the special meeting and no such application shall be approved without parallel amendment of this element in order to maintain the zoning-land use element consistency.

B. REVIEW AND MODIFICATION OF ORDINANCES

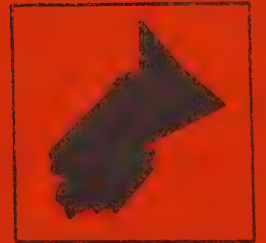
In connection with the zoning-general plan consistency study, several amendments to the zoning and subdivision ordinances were recommended by the Planning Department. In order to maintain the maximum degree of responsiveness between County ordinances and this element, it is desirable that the zoning and subdivision ordinances and building codes be under continuing review and analysis. Any inconsistencies envisaged by Board of Supervisors, Planning Commission, County Staff or citizens shall be presented to the Ad Hoc Committee or the Planning Commission for review and consideration of possible recommendation for amendment.

C. REVIEW OF APPLICATION FOR PLANNED DEVELOPMENT APPROVAL

The zoning ordinance indicates that all applications for planned development should be consistent with the General Plan. The following are considered to be valid uses of the planned development process consistent with the intent of this element.

1. Applications for uses clearly falling within the use designation of this element.
2. Applications for uses on the fringe of an area which would allow such use provided that the approval is demonstrated to be logical, timely and an appropriate expansion of such use area, not detrimental to adjacent or surrounding property, and not of such magnitude to be more appropriately considered as an amendment to this element.
3. Applications for major expansion of legal nonconforming uses or combination of uses.
4. Application for uses of unique character such as rest homes, hospitals, schools, etc. for which findings can be made as to the appropriateness of the location and the absence of detrimental effect to surrounding properties.
5. Applications for nonagricultural uses within areas designated for agricultural purposes, provided that it is demonstrated that the proposed uses are validly responsive to the needs of the agricultural area and that approval will not result in detriment to adjacent properties or other continued agricultural usage.
6. Applications falling within an area designated by this element as a Planned Development area.

Stanislaus County



CONSERVATION /
OPEN SPACE ELEMENT

PURPOSE OF THE CONSERVATION — OPEN SPACE ELEMENT

Prior to 1971, the State Planning and Zoning Act required each city and county to have a general plan consisting of a land use element, circulation element, housing element, scenic highways element, and safety element. In 1971, in response to an increased citizen awareness of the environment, the State enacted legislation requiring the adoption of a conservation element, an open space element, a noise element, and a seismic safety element.

Since each new element originated in response to specific environmental concerns, there is some overlap in the requirements. To avoid duplication of effort in these separate but interrelated elements, the Conservation/Open Space Element of the Stanislaus County General Plan fulfills the requirements not only for the newly-mandated elements but the previously mandated scenic highways and safety elements as well.

For clarity, discussion of conservation, open space, seismic safety, safety, scenic highways, agriculture, and recreation has been grouped into four categories which generally correspond to the content of Section 65560 of the Government Code:

- A. Preservation of Natural Resources focuses on the preservation and conservation of plant and animal life; habitat for fish and wildlife; areas required for ecologic and scientific study; rivers, streams, lakeshores, banks of rivers and streams and watershed areas.
- B. Managed Production of Resources is concerned with preservation and managed use of range lands, agricultural lands, rivers, streams, mineral deposits, and groundwater recharge areas for the production of goods, foods, and fibers.
- C. Outdoor Recreation deals with the use of national public domain lands, state parks, city and county parks; access to lakes, rivers and streams; the development and preservation of scenic corridors in the form of trails, and scenic highways.

Included in outdoor recreation are areas of outstanding national, state or local historical, cultural, and scenic significance. Land use for this purpose is concerned with the preservation of attractive and appealing features in natural and man-made landscape. For example, preservation of historical or unique architectural landmarks such as bridges and buildings made of indigenous materials can provide the county with an architectural tie to its historical past.

D. Public Health and Safety concerns itself with the protection of the public from flood, geological, seismic, fire, and structural hazards; preservation and maintenance of water quality in ground water, streams, rivers, reservoirs and watershed areas and the preservation and maintenance of air quality.

The objective of the Conservation/Open Space Element is to direct attention to these four areas of concern. It will define and describe the existing situation, indicate existing and potential problems, and establish possible solutions.

A number of conflicts, such as urban use vs. agricultural use, agricultural use vs. the preservation of riparian habitat, agricultural use vs. the utilization of natural resources (sand and gravel), the extraction of natural resources (sand and gravel) vs. riparian habitat, exist in this county. This element discusses these conflicts, and relates them to the existing goals and procedures of the County and its nine cities.

SCOPE OF THE CONSERVATION —

OPEN SPACE ELEMENT

A. PRESERVATION OF NATURAL RESOURCES

Numerous species of plant and animal life are found in Stanislaus County which have aesthetic, recreational, economic, scientific or educational value to the citizens of the area. Preservation and regulation of the widest possible varieties of this wildlife is necessary if a balance of nature is to be maintained.

Four basic wildlife habitat types can be found in Stanislaus County. These are the foothills on the eastern and western sides of the County, the agricultural land covering the valley floor, large water areas (i.e. lakes and reservoirs) and riparian areas located along the edges of the major waterways. Each of these habitat types will be discussed separately.

1. The Foothills

There are two distinct areas of rolling foothills in Stanislaus County: the Diablo Range, located essentially on the west side of Interstate 5, and the Sierra Nevada Foothills, found along the easternmost-edge of the County. The Diablo Range contains about 28% of the County land area and the Sierra Nevada Foothills another five percent accounting for 33% of the County's total land area in hilly terrain.

A number of vegetation associations have been found to exist in the foothills. In the Diablo Range, the predominant associations are chaparral, woodland, and grassland. A fourth type of vegetation, coastal sagebrush, exists in relatively minor amounts in the foothill areas.

Chaparral is characterized by tall, dense, stiff shrubs which can grow in relatively dry areas. It is found in abundance in the Diablo Mountains. Typical species include manzanita, ceanothus and scrub oak, along with smaller vegetation species such as wildflowers, Miner's lettuce and lupines.

Two types of woodland exist in the Diablo Mountains. Oak woodlands are found at lower elevations with pine-oak woodlands at higher elevations. Blue oaks and interior live oaks characterize the oak woodland with digger pines and junipers found in the pine-oak woodlands. Unique serpentine flora areas are associated with serpentine rock formations found in the woodland areas.

Grasslands, common throughout the foothill areas, are comprised mainly of introduced rather than native species. The species vary with location; the most common are soft chess,

wild oats, and wild barley.

These basic vegetation types are often found to exist in various combinations with each other. Factors which contribute to the vegetation composition of any particular location include soil type, slope aspect and steepness, elevation, water availability, grazing intensity, and the history of fire. Generally, the grasslands are found on the lower elevations. They give way to chaparral and woodland-chaparral at higher elevations.

The foothills of the Sierra Nevada are similar to the lower elevations of the Diablo Range in vegetation type. The major difference is a lack of chaparral and pine-oak woodland. There are variations in the grasslands of eastern Stanislaus County which are commonly referred to as "hog wallows". These small depressions where winter rainfall collects eventually lead to the formation of vernal pools which support the growth of small flowering plants, a number of which fall within rare or endangered species category.

The foothill areas provide habitat for a wide variety of wildlife. Grassland areas are used by birds, including redtailed hawks, sparrow hawks, horned larks, sparrows, and bluebirds, as well as coyotes, skunks, and rodents. Many reptiles and insects are also found. Because it contains relatively small numbers of game species, grassland is rated by the State Department of Fish and Game to be of secondary importance to wildlife and has a non-critical preservation status.

Chaparral vegetation provides habitat for many small animal species such as wood rats, gophers, skunks, rabbits, foxes and numerous snakes and lizards. Common bird species found in the chaparral include the Wrentit, California Thrasher and California Quail. Chaparral vegetation has been designated by the Department of Fish and Game as a critical primary habitat due to the presence of the Colombian Black Tailed Deer.

The woodland vegetation association is also designated as a critical primary habitat. It supports a wide variety of wildlife. A few common bird species seen there are the Acorn Woodpeckers, common crows, California Quail, doves, hawks, and eagles. Amphibians are fairly common, such as the California Newt and the Western Toad. Reptiles found are the Western Fence Lizard, Common King Snake and Western Rattlesnake. Mammals common to the woodland area include bats, Gray Foxes, coyotes, deer, raccoons, and rodents. Numerous insects are also present.

Two endangered animal species are believed to be present in foothill areas. The Blunt Nosed Leopard Lizard is thought to exist in both the eastern and western foothills, while the San Joaquin Kit Fox apparently inhabits portions of the Diablo Range.

CONCLUSIONS AND OBSERVATIONS

- . *The foothill areas of Stanislaus County provide habitat for a wide variety of wildlife and vegetation.*
- . *The wildlife and vegetation present in the foothill areas include some rare and endangered species.*
- . *Intense development process has not occurred in the foothill areas, primarily due to the physical characteristics - i.e. mountainous topography, the lack of irrigation and domestic water and slope instability of these areas. However, steps should be taken to protect the foothill areas before development pressure does occur.*

2. Agricultural Lands

The agricultural areas on the County's valley floor support a diversity and abundance of wildlife. The number and type of wildlife are dependent on the specific crop type. There are four basic agricultural crop types with each supporting various wildlife species.

Irrigated Pasture provides habitat for Wintering Geese, Sandhill Cranes, Whistling Swans, Pheasants, and many smaller birds. Jackrabbits and other small mammals, particularly rodents, are also found.

Vineyards provide habitat for quail, mourning doves, opossums, rabbits, rodents, passerine birds and pheasants. Vineyards are particularly important when they are adjacent to other habitat types. For example, when a vineyard is located next to a riparian area, wildlife within the riparian area will move into the vineyards for food and cover.

Row Crops provide habitat for pheasants, rabbits, rodents, doves and passerine birds. Row crops are particularly important during the winter months when species will move into them from other habitat types.

Orchards provide habitat for nesting doves, pheasants, passerine birds, quail, rabbits and rodents. Due to their longevity, orchards are becoming increasingly important to wildlife preservation.

CONCLUSIONS AND OBSERVATIONS

- . *Agricultural use provides habitat for a number of wildlife species.*
- . *Agricultural production and wildlife preservation are not necessarily incompatible.*
- . *The methods used to preserve agriculture, such as the Williamson Act and agricultural zoning, may also be significant to wildlife preservation.*

3. Riparian Areas

Due to the extensive land clearance which has occurred in the past for agricultural and urban land uses, riparian vegetation is essentially restricted to the banks of the County's creeks

and rivers. Riparian vegetation is very dense, usually consisting of Willows and Fremont Cottonwoods, Live Oaks, Valley Oaks, Western Sycamore, Box Elder, and Oregon Ash. Thick undergrowth is composed primarily of shrubs such as Button bush, honeysuckle, elderberry and gooseberry. The smaller plants typically present include poison oak, nettle, mule fat, woolly wild grape and long stemmed shade tolerant grasses.

The riparian vegetation shelters more wildlife species than any other type of habitat in California. An important factor contributing to the heavy use of riparian areas by wildlife is its frequent proximity to other habitats such as agricultural lands. The combination of two habitats provides food and shelter for a greater number of species than could exist in only one habitat. For this reason riparian habitat has been designated as a critical primary habitat type by the State Department of Fish and Game. Thus in terms of quality it is the most important habitat in the County.

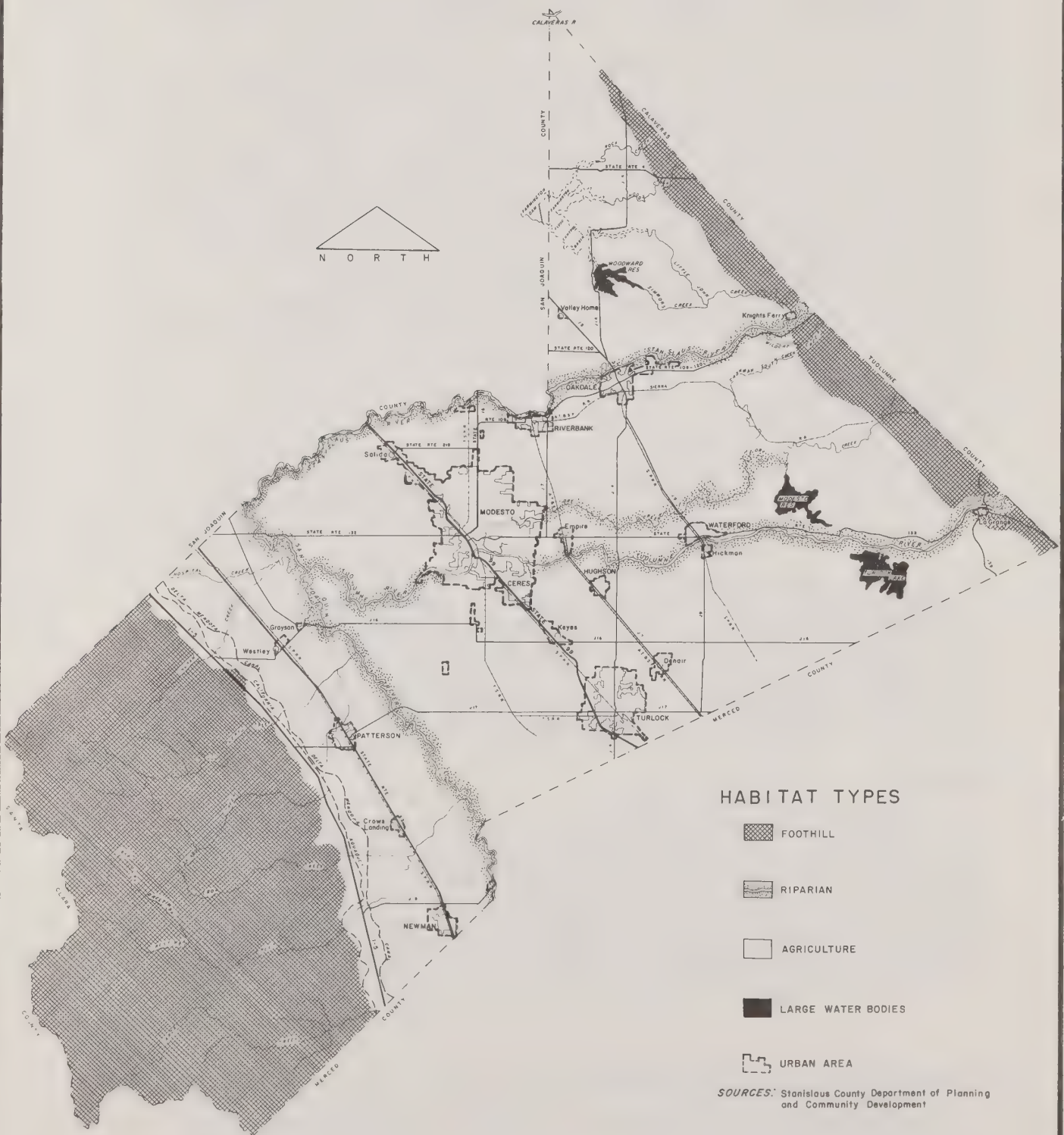
Location of wildlife within the riparian area is varied, with the greatest number of species found around the water areas. This, of course, includes the over 40 species of fish which inhabit Stanislaus County waterways. Fish tend to use the shade and tree root tangles from heavy streamside vegetation as feeding and shelter areas. Mollusks and crustaceans are also found.

Among the birds which are known to inhabit the riparian area are large wading birds such as herons and egrets, raptors such as hawks, owls, and eagles, game birds, including quail, doves and pheasants, waterfowl migrating along the Pacific Flyway such as ducks, geese and swans, and numerous song birds. The bald eagle, an endangered species, is found in a "convention site" near La Grange during the fall and winter months. This convention site is considered a rarity.


Mammals such as cottontails, jackrabbits, raccoons, skunks, beaver, foxes, opossum, squirrels and coyotes are all found in riparian areas. Deer are occasionally seen in small numbers along the river in the eastern portion of the County.


Various reptile, amphibians and insect species inhabit the riparian areas. The giant garter snake which is classified as a rare species, is believed to be present within some fresh water areas within the County.

The exact amount of riparian habitat which now exists in the County is unknown. Estimates vary from between seven and eight thousand acres. The amount of riparian habitat has diminished due to conversion to other land uses. One factor in the conversion process has been the implementation of various flood control projects. In 1963 the State Department of Fish and Game estimated that the amount of riparian habitat in Stanislaus County will be reduced to four thousand acres in 1980. If this occurs, it would have serious consequences on the County's wildlife population.




HABITAT TYPES

 FOOTHILL

 RIPARIAN

 AGRICULTURE

 LARGE WATER BODIES

 URBAN AREA

SOURCES: Stanislaus County Department of Planning and Community Development

CONCLUSIONS AND OBSERVATIONS

- Preservation of Stanislaus County's riparian areas is of great importance. However, only along the Stanislaus River, where the U. S. Army Corps of Engineers has a program of river preservation (which includes the purchase of vegetation easements) does the long-term maintenance of riparian areas seem assured.*
- Conversion of riparian habitat into agricultural use has been aided by various flood control projects, which have minimized the hazards of farming in these areas.*
- Small portions of the riparian habitat, along the other waterways, have been reserved by parks. Other areas, such as the La Grange bald eagle area, have been scheduled for future permanent preservation by passage of a state ballot measure in June, 1974. This still leaves a large percentage of the areas along the Tuolumne River, San Joaquin River, and Dry Creek unprotected.*
- Impacts of sand and gravel extractions, which have seriously disturbed riparian areas in the County, can be mitigated if rehabilitation is included as a part of the use permit conditions.*

4. Large Water Areas

The County's reservoirs and marshes provide substantial wildlife habitat. The lakes and reservoirs are relatively deep open areas with narrow borders of vegetation. Some of the marshes are seasonal in nature.

Wildlife associated with lakes include numerous bird species, a wide variety of fish and aquatic life, and various mammals, the number and type of which depend upon the amount of permanent vegetation which exists. Wetlands also support many bird and mammal species, depending on the size and permanence of the water. These areas are considered critical secondary type habitats by the State Department of Fish and Game.

CONCLUSIONS AND OBSERVATIONS

- The only presently available program resulting in preservation of wildlife in the County's large water areas is the County's program for acquisition and development of park areas.*
- Meaningful preservation of wildlife in these areas will require utilization of additional techniques such as development of conservation areas requiring conservation as the highest priority in connection with future land usage.*

B. MANAGED PRODUCTION OF RESOURCES

1. Soils and Agricultural Land

Agriculture is a prime determinant in the economic base of Stanislaus County. The continued viability of agricultural production is related directly to the preservation of its highly productive soils. Although there has been much discussion with respect to the definition of prime and potentially prime agri-

cultural land, the most prevelant definitions are as follows:

Prime Agricultural Land

- (a) All land which qualifies for rating as Class I or Class II in the Soil Conservation Services' Land Use Capability Classifications.
- (b) Land which qualifies for rating 80 through 100 in the Storie Index Rating.
- (c) Land which supports livestock used for the production of food and fiber and has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the U. S. Department of Agriculture.
- (d) Land planted with fruit or nut-bearing trees, vines, bushes or crops which have a nonbearing period of less than five years and will normally return during the commercial bearing period on an annual basis from production of unprocessed agriculture plant production not less than \$200.00 per acre.
- (e) Land which has returned from the production of unprocessed agricultural plan products an annual gross value of not less than \$200.00 per acre for three of the previous five years.

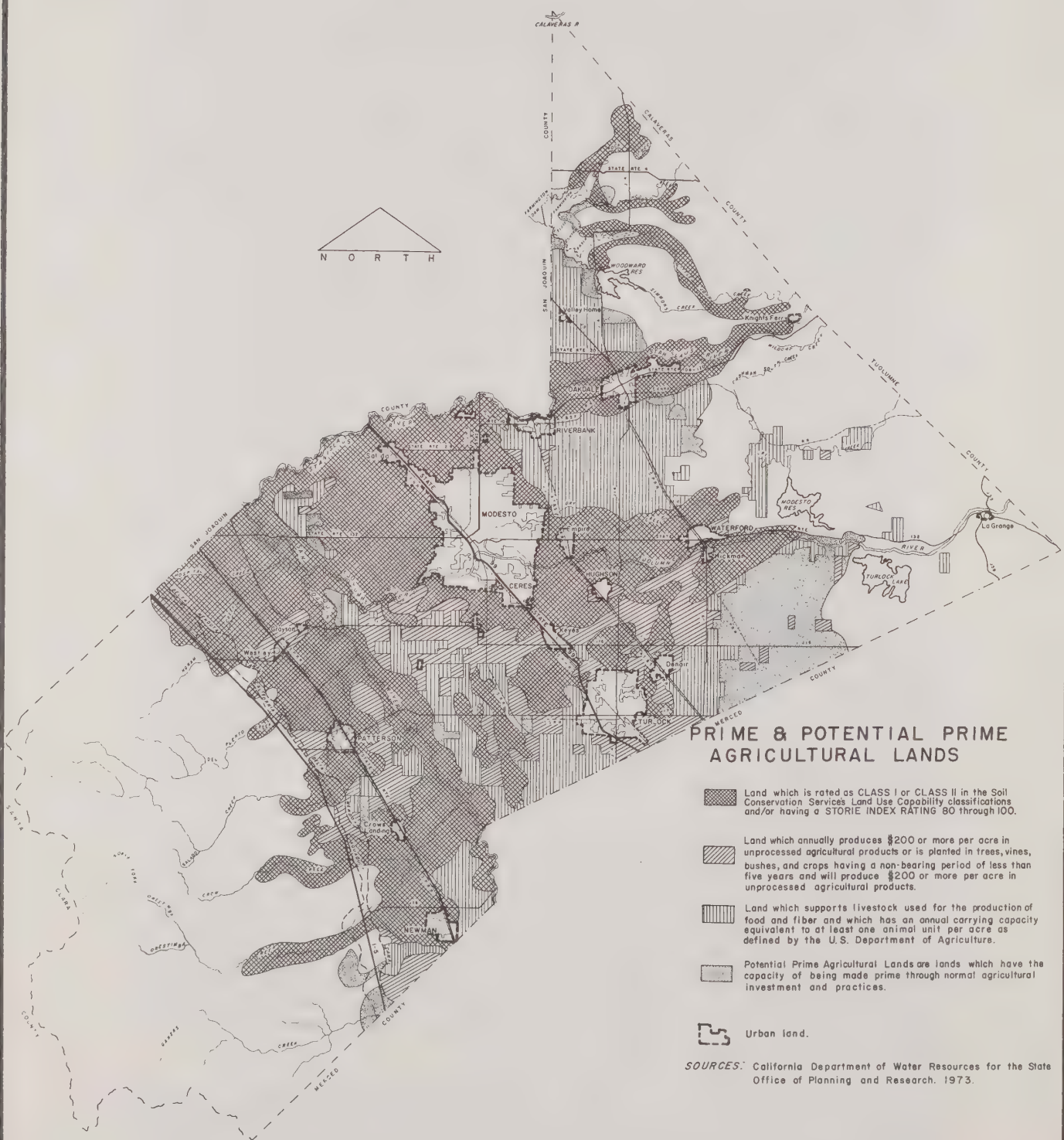
Potential Prime Agricultural Land - Lands which have the capacity of being made prime through normal agricultural investment and practices.

The most productive agricultural soils within Stanislaus County are being subjected to pressures which, if left unchecked, will substantially diminish their continued ability to produce. These pressures result first from desires for rapid outward growth on the fringe of urban areas. A second form of pressure far more subtle but equally destructive is the slow reduction in parcel size within outlying agricultural areas.

An additional factor which is not growth related, but which nevertheless has become increasingly important to the maintenance of Stanislaus County soils is proper soil management. This need is most evident west of the San Joaquin River where low quality irrigation water coupled with a high water table has produced increasing salt and mineral concentrations in the soils. Poor drainage, low quality groundwater for irrigation and continued use of septic tanks in areas of poor soil permeability are examples of poor soil management leading to decreased agricultural productivity.

In addition to the broad base agricultural lands, grazing lands in the foothills and some of the lesser classified soils within the valley are becoming increasingly important to cattle producers and dairy farmers. These limited base agricultural lands are capable of yielding a substantial contribution to the agricultural base of the County.

Along with the economic benefits derived from agricultural lands, open spaces are created possessing aesthetic and scenic

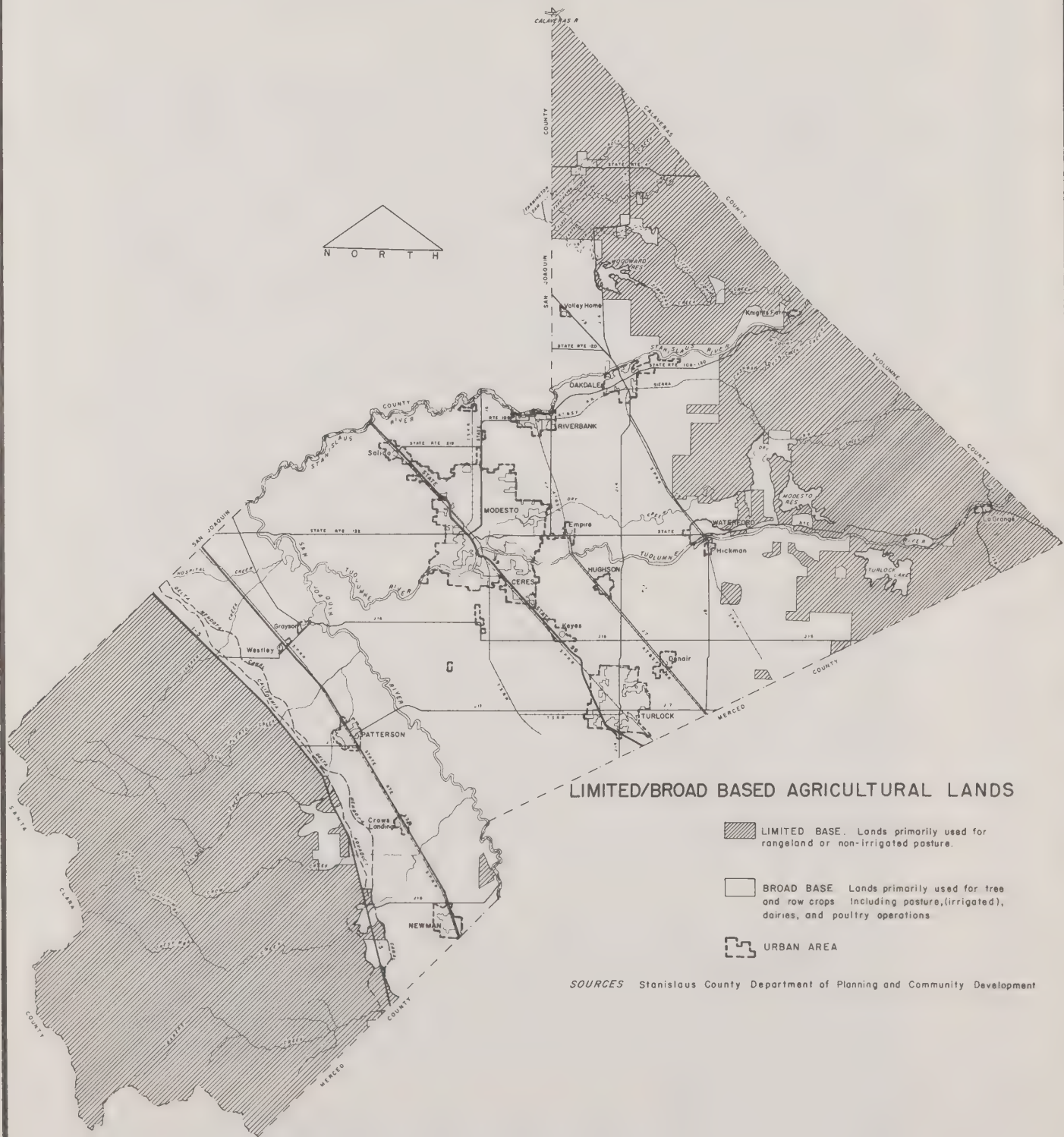


PRIME & POTENTIAL PRIME AGRICULTURAL LANDS

- Land which is rated as CLASS I or CLASS II in the Soil Conservation Services Land Use Capability classifications and/or having a STORIE INDEX RATING 80 through 100.
- Land which annually produces \$200 or more per acre in unprocessed agricultural products or is planted in trees, vines, bushes, and crops having a non-bearing period of less than five years and will produce \$200 or more per acre in unprocessed agricultural products.
- Land which supports livestock used for the production of food and fiber and which has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the U.S. Department of Agriculture.
- Potential Prime Agricultural Lands are lands which have the capacity of being made prime through normal agricultural investment and practices.

Urban land.

SOURCES: California Department of Water Resources for the State Office of Planning and Research. 1973.



LIMITED/BROAD BASED AGRICULTURAL LANDS

- LIMITED BASE. Lands primarily used for rangeland or non-irrigated pasture.
- BROAD BASE. Lands primarily used for tree and row crops including pasture, (irrigated), dairies, and poultry operations.
- URBAN AREA

SOURCES Stanislaus County Department of Planning and Community Development

values. These areas create the rural, open appearance characteristic of this County. Maintenance of agricultural open spaces is an important counter balance to the rapid urban expansion which the urban areas of Stanislaus County are experiencing in terms of protecting air and water quality and providing for numerous recreational opportunities.

CONCLUSIONS AND OBSERVATIONS

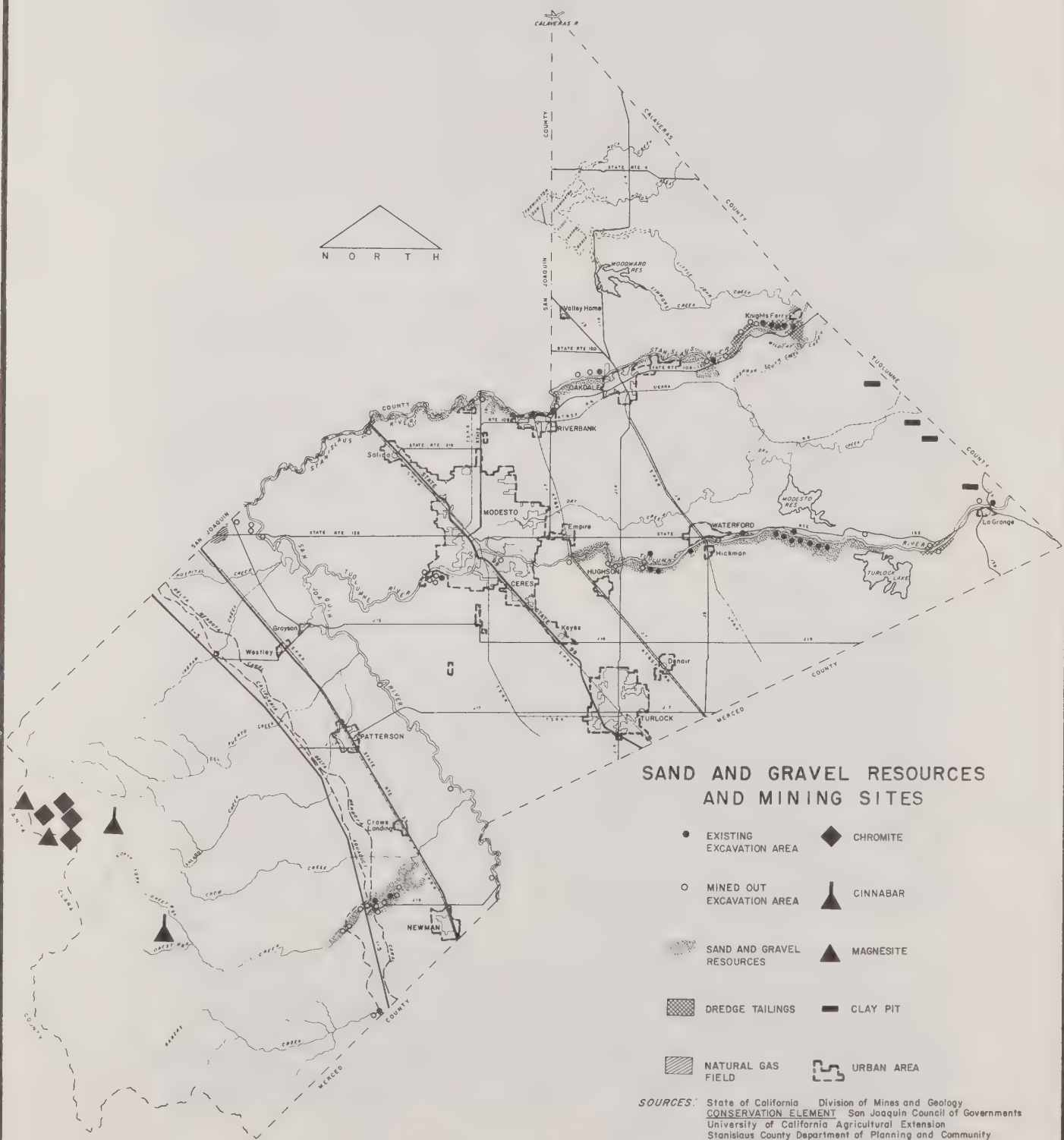
- *Agricultural soil is the major resource within Stanislaus County, and a major determinant with respect to the counties economic base.*
- *The continued viability of agricultural production in this county is directly related to the preservation and proper management of highly productive agricultural soils.*
- *Recent review of the Land Use Element of the General Plan has designated virtually all of the rural and farming areas as "Agricultural" and placed Exclusive Agricultural (A-2) zoning on these areas, thus giving additional protection of the Williamson Act.*
- *The preservation of agricultural lands contributes to the conservation of other natural resources by providing open space for wildlife, vegetation and air and water quality.*
- *Agricultural soils of lesser quality are rapidly gaining importance as meat producing and dairying areas.*
- *Zoning controls which permit the creation of parcels less than an economic unit contribute to a reduction of the viability of some agricultural uses. (A zoning designation commensurate with the minimum agricultural economic unit within the area is one solution to the problem).*

2. Mineral Resources

Stanislaus County is not rich in extractive resources. Sand and gravel deposits presently constitute the only significant extractive resource from a commercial viewpoint. Small deposits of gold, clay, lead, diatomite and cinnabar are known to exist; however, present economics make commercial use difficult or impossible. Numerous exploratory oil and gas wells have been drilled within the County. Although none of the wells are producing commercially, the underlying geological structure of the County indicates oil or gas may be present which could lead to the likelihood of more exploration.

The majority of sand and gravel deposits are a result of stream deposition or dredge tailings. The most significant deposits from a commercial outlook are found in old stream beds and adjacent to the rivers and streams in the eastern portions of the County. The only significant sand and gravel deposits on the westside are found along Orestimba Creek and fine grained sand deposits adjacent to the San Joaquin River.

Market demand, competition, excavation expenses, material quantity and quality all affect the costs of sand and gravel. However, transportation costs are a major factor affecting the siting of sand and gravel extraction and processing facilities. The need to be within close proximity to the market area points toward the general incompatibility of gravel extraction and



SAND AND GRAVEL RESOURCES AND MINING SITES

- EXISTING EXCAVATION AREA
- MINED OUT EXCAVATION AREA
- SAND AND GRAVEL RESOURCES
- DREDGE TAILINGS
- NATURAL GAS FIELD
- CHROMITE
- CINNABAR
- MAGNESITE
- CLAY PIT
- URBAN AREA

SOURCES: State of California Division of Mines and Geology
 CONSERVATION ELEMENT San Joaquin Council of Governments
 University of California Agricultural Extension
 Stanislaus County Department of Planning and Community
 Development Land Use Survey

processing within urban areas, due to excessive noise, dust, and heavy truck traffic.

The majority of Stanislaus County's sand and gravel deposits are situated beneath prime agricultural soils. Until recently, excavations have taken place on these lands with little consideration given to eventual rehabilitation, consequently resulting in the loss of the land for agricultural uses. A parallel conflict exists between riparian areas and the location of the resource where excavations have taken place in these areas. Little or no consideration of the rehabilitation or preservation of the significant wildlife areas being disturbed has taken place.

CONCLUSIONS AND OBSERVATIONS

- . *The major mineral resource in Stanislaus County is sand and gravel.*
- . *Areas of known sand and gravel deposits should be inventoried and protected from incompatible development.*
- . *Sand and gravel excavations should be regulated through the use permit procedure or other similar review processes allowing for assignment of conditions minimizing undesirable impacts during and after excavation. Rehabilitation of the site must be required and enforceable assurances of compliance established.*

C. OUTDOOR RECREATION

1. Parks and Trails

As population and leisure time increase, the demand for outdoor recreational facilities increases. Stanislaus County has traditionally had a fine ongoing program to provide for these demands. It should be noted parks can provide protection of valuable resources and habitats by incorporating a multi-use concept in these areas. An example for such multi-use would be the development of a river area in a manner providing not only protection for valuable riparian habitat and establishment of educational nature trails, but also provision for more traditional recreational usage.

The County presently maintains a number of regional parks with a total acreage in excess of 4,500 acres. These parks provide a wide variety of recreational facilities and opportunities such as picnic areas, sports fields, campsites, swimming beaches, boat ramps and barbeque pits. Other facilities such as seasonal off-road vehicle areas, nature trails and fishing accesses are maintained by the County in response to more specific recreational needs.

Coordination between the County and the City of Modesto and Ceres has resulted in the additional realization of the 700 acre Tuolumne Regional Park currently under joint development.

In addition to regional parks, Stanislaus County operates sev-

eral neighborhood parks in the area adjacent to the City of Modesto and in the unincorporated communities of Salida and Keyes. No County maintained neighborhood park facilities exist in the remaining nine unincorporated communities, although some recreational facilities in connection with schools are available in all except Grayson.

Other non-county maintained recreational facilities available to County residents include an 11 acre wayside rest on Interstate 5, the California Aqueduct Bikeway, the South Bay Complex 1 (which is an undeveloped 5,351 acre Bureau of Land Management holding in the Diablo Mountains), and 228 acre Turlock Lake State Park (a facility which includes campsites, picnic areas and a boat ramp).

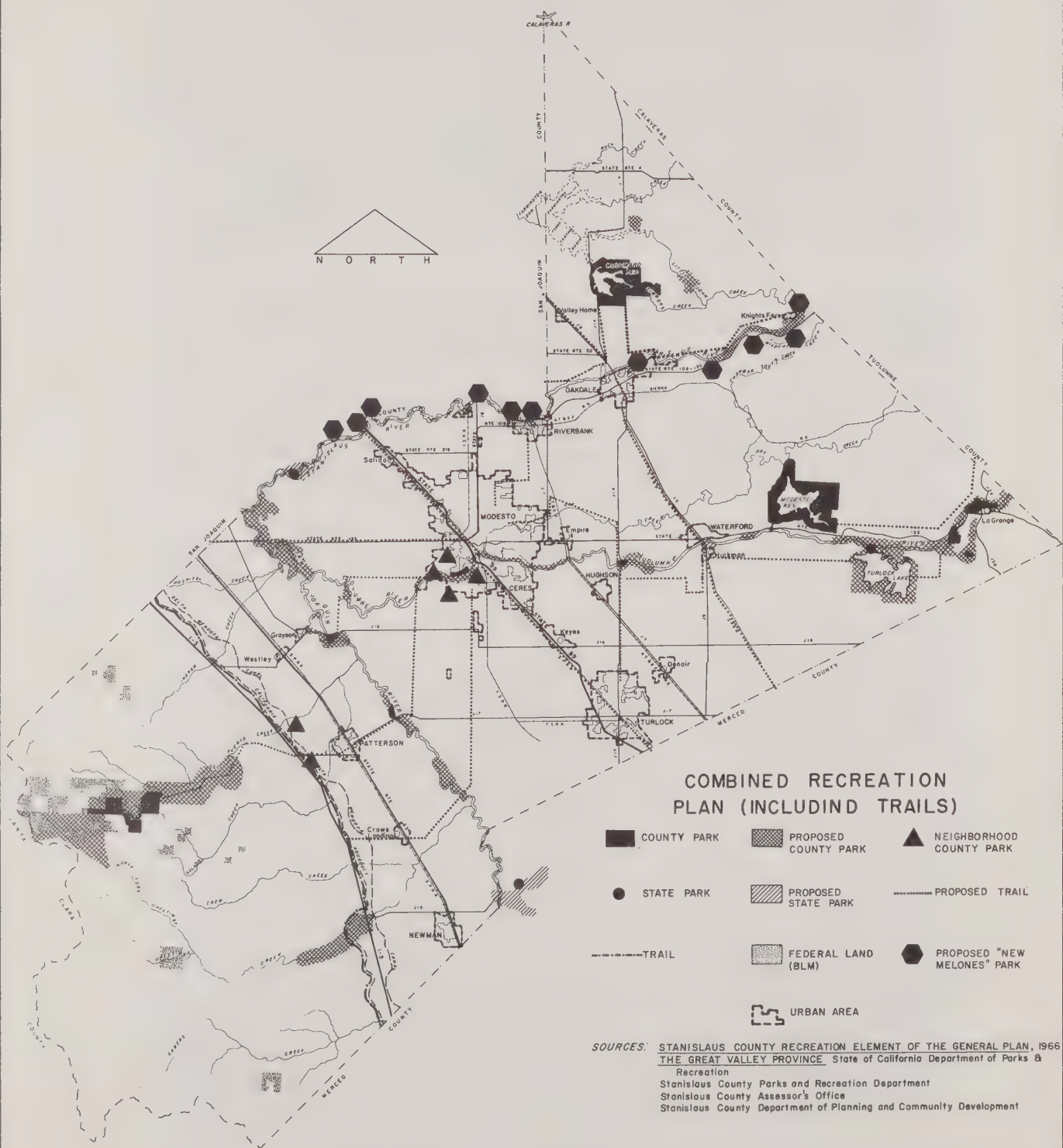
Overall, the County's regional park system seems more than adequate to meet current demands. Continued development of already acquired property will insure its adequacy.

There are a number of additional parks which have been proposed by both the County and State. The State of California has suggested expansion of Hatfield State Park from Merced County into Stanislaus County and of Caswell State Park from San Joaquin County into Stanislaus County. The State also proposed a park along the San Joaquin River, located approximately between the junction of the Tuolumne River on the north and Laird Park on the south.

The County has requested additional park land adjacent to Laird Park and north of the junction of San Joaquin and Tuolumne Rivers to the San Joaquin County line. These proposals combined with the proposed State Park, would create a continuous park along the river area from the county line south to Laird Park. Two other areas further south along the San Joaquin River have also been considered for county parks. These river parks could provide both recreational activities and a means to preserve riparian areas basically intact.

The County Parks Department has designated the location for development of additional regional parks including the combination of La Grange and Turlock Lake Parks into one continuous park system, expansion of Frank Raines Park in Del Puerto Canyon, and developing the new area along the Stanislaus River in the Knights Ferry area, Little John Creek in the northeast portion of the County, several sites along the Tuolumne River and an area along Orestimba Creek containing a unique sycamore grove.

The U. S. Army Corps of Engineers Lower Stanislaus River Preservation Plan should be recognized as an innovative approach for the preservation of rivers and streams while protecting valuable riparian areas and providing recreational opportunities. The plan is to purchase flowage and vegetation easements along the entire lower river. Included is the purchase of approximately eleven river access sites which will be open



COMBINED RECREATION PLAN (INCLUDING TRAILS)

- | | | |
|-------------|----------------------|-----------------------------|
| COUNTY PARK | PROPOSED COUNTY PARK | NEIGHBORHOOD COUNTY PARK |
| STATE PARK | PROPOSED STATE PARK | PROPOSED TRAIL |
| TRAIL | FEDERAL LAND (BLM) | PROPOSED "NEW MELONES" PARK |
| URBAN AREA | | |

SOURCES: STANISLAUS COUNTY RECREATION ELEMENT OF THE GENERAL PLAN, 1966
 THE GREAT VALLEY PROVINCE State of California Department of Parks & Recreation
 Stanislaus County Parks and Recreation Department
 Stanislaus County Assessor's Office
 Stanislaus County Department of Planning and Community Development

to the public for fishing, boating, and other recreational uses. Some of these access areas may be expansions of existing local park facilities.

Trails, with proper constraints, can be used to provide both recreation and transportation routes for horse riders, bicyclists and hikers. Aside from some bike trails in the Modesto and Turlock areas, the only existing continuous trail is a State maintained trail along the California Aqueduct running from Tracy to the San Luis Dam. The Recreation/Open Space Elements of SAAG's Environmental Resource Management Element proposed an extensive trail system throughout the County, connecting most of the cities to each other and to major recreational areas. A main omission of that plan seems to be a lack of any trail from Turlock to the west side of the County. West Main Avenue seems to provide the most direct route available for a future trail to meet this need.

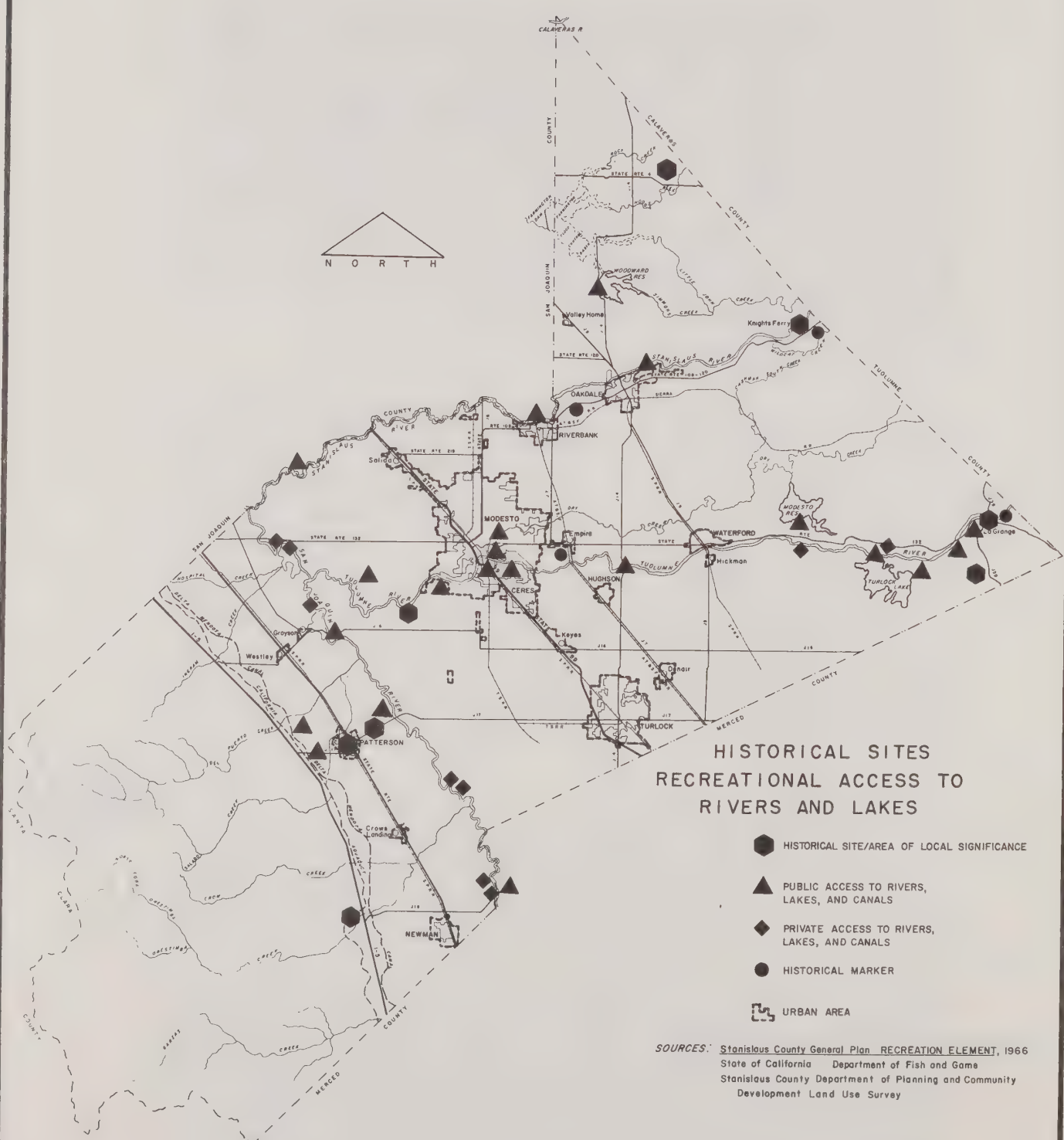
CONCLUSIONS AND OBSERVATIONS

- . *Neighborhood park facilities should be developed within unincorporated communities where no recreational facilities exist at this time.*
- . *A park dedication ordinance requiring subdividers of land within unincorporated urban places to dedicate land or money concurrent with development for provision of neighborhood recreational facilities should be adopted.*
- . *Continuation and expansion of the current regional park program is essential if the County is to meet the increasing demand for various forms of recreation for its citizens.*
- . *The U. S. Army Corps of Engineers' program for preservation and limited development of the Stanislaus River will result in a substantial increase in availability of recreational facilities in Stanislaus County.*






2. Historic and Cultural Sites

Historical sites and landmarks are reminders of the social, cultural, and political history of Stanislaus County. They provide insight to the County's present by maintaining ties to its past. The County has recognized this fact and has taken steps to protect its most significant historical sites.

The two chief historical areas within Stanislaus County are in and around the gold-rush towns of Knights Ferry and La Grange. Located in each community are a number of historic buildings considered worthy of preservation. The County, working closely with the residents of these communities, has established a historical site zone ensuring that all development within the two towns will be consistent with their historical nature. Adjacent to the town of La Grange, the County is presently developing a 350 acre historic park. The central attractions are a historic gold dredge located approximately 2.5 miles south of La Grange and an abandoned mining camp in the area. In the Knights Ferry area, a historical bridge is covered by H-S (Historical Site) zoning and is slated for preservation



HISTORICAL SITES RECREATIONAL ACCESS TO RIVERS AND LAKES

-  HISTORICAL SITE/AREA OF LOCAL SIGNIFICANCE
-  PUBLIC ACCESS TO RIVERS, LAKES, AND CANALS
-  PRIVATE ACCESS TO RIVERS, LAKES, AND CANALS
-  HISTORICAL MARKER
-  URBAN AREA

SOURCES: Stanislaus County General Plan RECREATION ELEMENT, 1966
State of California Department of Fish and Game
Stanislaus County Department of Planning and Community
Development Land Use Survey

as part of the Corps of Engineers project on the Stanislaus River.

There are a number of other points of historical interest within Stanislaus County: The communities of Grayson and Empire (City) which were former county seats; the site of Adamsville, an early settlement and first County seat; the Del Puerto Hotel and Plaza Center Building in Patterson, palm tree lined Las Palmas Avenue; and the Orestimba Creek Indian Area. There is also a prehistoric grinding site off Highway 4 on the Orvis Ranch (the Old Snow Ranch) west of Copperopolis. Historical Markers are located at the Empire City Site, Knights Ferry, La Grange and Langworth.

CONCLUSIONS AND OBSERVATIONS

- . *Additional citizen based study of the communities of La Grange and Knights Ferry should be accomplished in terms of inventorying the significantly historical aspects of these communities and the adequacy of current protection measures.*
- . *All possible steps should be investigated towards the preservation and restoration of significant historical facilities such as the La Grange Gold Dredge.*
- . *Continued efforts should be made to identify other historic sites and buildings within the County. These efforts should include continued analysis as to the availability of state and local programs designated to support these goals.*

3. Scenic Highways

Scenic highways are a means of preserving the beauty and scenic quality of various transportation routes. The scenic highway designation maintains areas which are in their natural or undeveloped condition. The State of California has designated various State Highways as having natural scenic beauty worthy of preservation. This particular highway designation basically involves strict land use controls within the corridor of land to maintain the natural beauty of the area. Within Stanislaus County, only Interstate Highway 5 is an officially adopted State Scenic Highway. The State has no other potential scenic highways designated within the County although there are several roads, both state and county, which appear to be worthy of the scenic highway status.

Past studies have identified several routes as potential scenic routes including State Highway 132 (west of Modesto), Orange Blossom Road, La Grange Road, and Del Puerto Canyon Road. In addition to these, State Highway 4, in the north-eastern portion of the County seems worthy of preservation as a scenic highway. All of the above listed roads are characterized, with minor exceptions, by open, undeveloped areas in either a natural condition or devoted to agricultural production, much like the area along Interstate 5. Designation of these highways as scenic would allow preservation of existing visual resources in several areas. In a county which surrounds a rapidly growing urban area like Modesto, these open, scenic areas that can

be provided by scenic highways have increasing value.

CONCLUSIONS AND OBSERVATIONS

- . *Implementation of a scenic highway plan should be accomplished including application to the District Director of Transportation for official designation delineating boundaries of the scenic corridor.*
- . *The County's Exclusive Agricultural zoning provides a high degree of protection for scenic highways from incompatible land uses and signs.*

D. PUBLIC HEALTH AND SAFETY

Public Health and Safety requires special consideration. This section directs itself to special consideration in terms of identifying hazards which exist in connection with fire, seismic, geological, flood, high water table, water quality and air quality hazards.

1. Fire Hazards

The two types of fire hazards are urban and brush fires. The problems of each are different as are the possible solutions to them.

Urban fire hazards are primarily those associated with commercial, industrial and residential structures and activities surrounding them. These occur for a wide variety of reasons associated with human activities, with the hazard and danger of any particular fire dependent upon the individual circumstances. In general, however, fire hazards are greatest in areas containing older, less well cared for buildings, both residential and commercial, which do not meet building codes. There are numerous areas of such buildings throughout the county, in both cities and unincorporated areas.

Property damage from urban fires is often substantial although in the majority of cases, damage can be limited to only one or a few structures. Injuries and deaths are more frequent in residential fires than any other type.

Brush fire hazards can be traced to four causes: topography, vegetation, climate, and people. Chaparral, grasslands and other wild plant life provide the major sources of fire fuel. Stanislaus County has a Mediterranean type of climate with cool, wet winters and hot, dry summers. The hot dry summers in Stanislaus County produce large areas of extremely dry vegetation often located on topography which enhance the spread of flames and prohibits access of fire fighting equipment. When people are introduced into the above situation, the chances of fires are greatly increased due to the variety of activities in which they engage.

Within Stanislaus County, the areas of potential brush fires

are the Diablo Range, generally located west of Interstate 5, and the Sierra Nevada foothills in the eastern portions of the County. According to the California State Division of Forestry, the majority of these areas are rated as having the highest possible critical fire weather frequency on an annual basis. This factor, combined with vegetation and slope percentage, produce overall fire ratings of moderate to high throughout the fire hazardous areas.

Brush fires have a secondary effect on erosion which can occur due to loss of vegetation. This erosion effects not only the burned land but land below it as well where eroded material may be deposited.

Although the County has no single unified set of safety standards, there are a number of standards, specifications and regulations which apply to fire safety. These include Building Code Standards, zoning, and subdivision regulations that specify building material quality, setbacks, relationships between land uses, land use density and the like. The major impact of these standards has been directed towards current and future development. They do little to alleviate urban fire problems in older areas. The social and economic ramifications of attempting to mitigate the potential threat of fire hazardous structures are great. During the update of the Land Use Element, the County adopted a policy of requiring new development to occur within cities so better fire protection can be provided. Issues to be faced include occupant safety and welfare, equitable treatment of building owners, possible relocation of occupants and minimization of overall adverse effects on the local economy.

CONCLUSIONS AND OBSERVATIONS

- . *The County, in cooperation with cities and special districts, should investigate necessary modifications in current building and fire department inspection practices within older areas. Such cooperation should be further extended to include mutual assistance, public education programs and the feasibility of new techniques such as fire and/or smoke detectors.*
- . *A major tool to minimize loss of lives and property in areas susceptible to brush fires is continued regulation of land use discouraging development within these areas.*
- . *Further investigation should be accomplished as to the appropriateness of developing techniques such as the increase of the minimum parcel size so as to limit density of development and regulation or prohibition of recreational activities on both public and private lands located within identifiable fire hazardous areas.*

2. Seismic and Geologic Hazards

Earthquakes originate as movement or slippage occurring along an active fault. These movements generate shock waves that result in ground shaking. Structures of all types, if not designed or constructed to withstand ground shaking, may suffer severe damage or collapse. Likewise, some slopes will col-

lapse due to the soil or geological characteristics resulting in hazard both in terms of failure in structures located thereon, or within the path of resulting land slides.

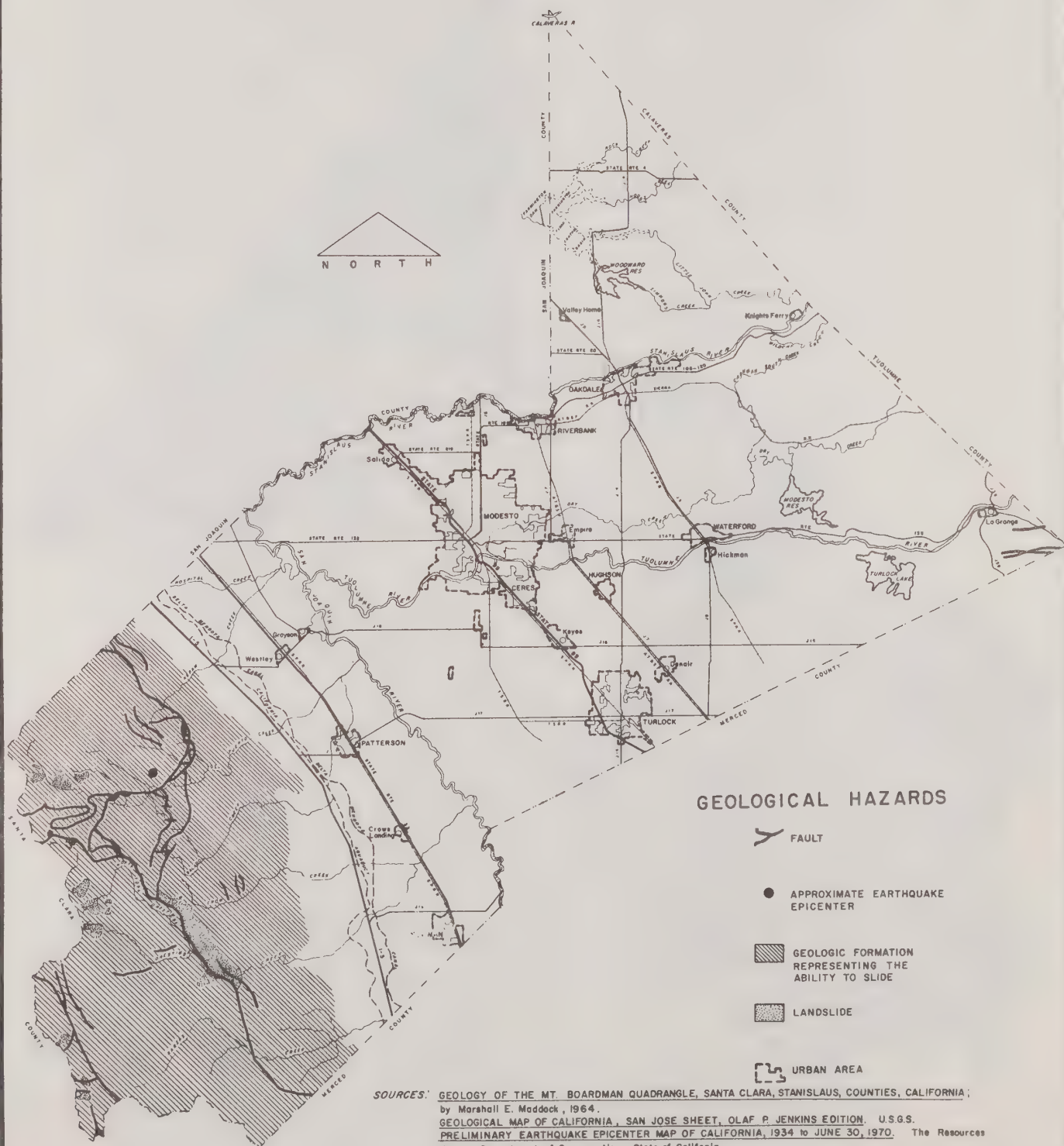
There are several faults known to exist within Stanislaus County. In the extreme eastern part of the County, the Bean Mountain and Melones faults are found, though believed to have been inactive for the past 150 million years. No faults are currently known to exist within the valley portion of the County. Within the Diablo Range, the most recent movements were along the Tesla-Ortiguera fault approximately five million years ago, although earthquake activity without surface fracturing or faulting is still common. Since 1930, one earthquake epicenter of a magnitude greater than 4.0 on the Richter scale was recorded in Stanislaus County. Future earthquakes of similar or greater magnitudes can be expected.

Numerous earthquakes occur each year along California's major faults which are the San Andreas, Calaveras, Hayward and Nacimiento faults.

Information furnished by the State Department of Mines and Geology indicates that ground shaking along these faults can produce damage within the County to reach varying intensities rated on the Modified Mercalli Intensity Scale of 1931. The eastern half of the County can be expected to have shaking to an intensity of VI or VII, producing minor to moderate damage. The western half of the County can expect to receive shaking to an intensity of VII or VIII Mercalli which can cause considerable damage to ordinary structures. The area around the City of Newman may have shaking intensity of IX or X. This may be considered a major hazard area.

Aside from structural damage, earthquake activity can produce two other types of adverse effects. The first is ground failure, which itself is a factor in making some lands unsuitable for development. Virtually the entire area located west of Interstate 5 is composed of geological formations that, due to structure, slope, runoff, lack of vegetation, earthquake and/or human activity, are considered extremely susceptible to failure and sliding. On a California Division of Mines and Geology scale used to rate landsliding potential, this area is rated at five, the next to highest rating on a scale of six. The prime reason is the generally unstable formation comprising the underlying geologic structure of the Diablo Range. The remainder of the area is rated at six.

There is a history of a number of major slides throughout the Diablo Range in Stanislaus County. It is evident that the steep slopes and unstable geology of the area on the west side of the County, even without considering the very real possibility of an earthquake, present a substantial limitation to building. Construction is possible within this area, but a detailed engineering site study and possible special construction make development difficult and costly.



CONCLUSIONS AND OBSERVATIONS

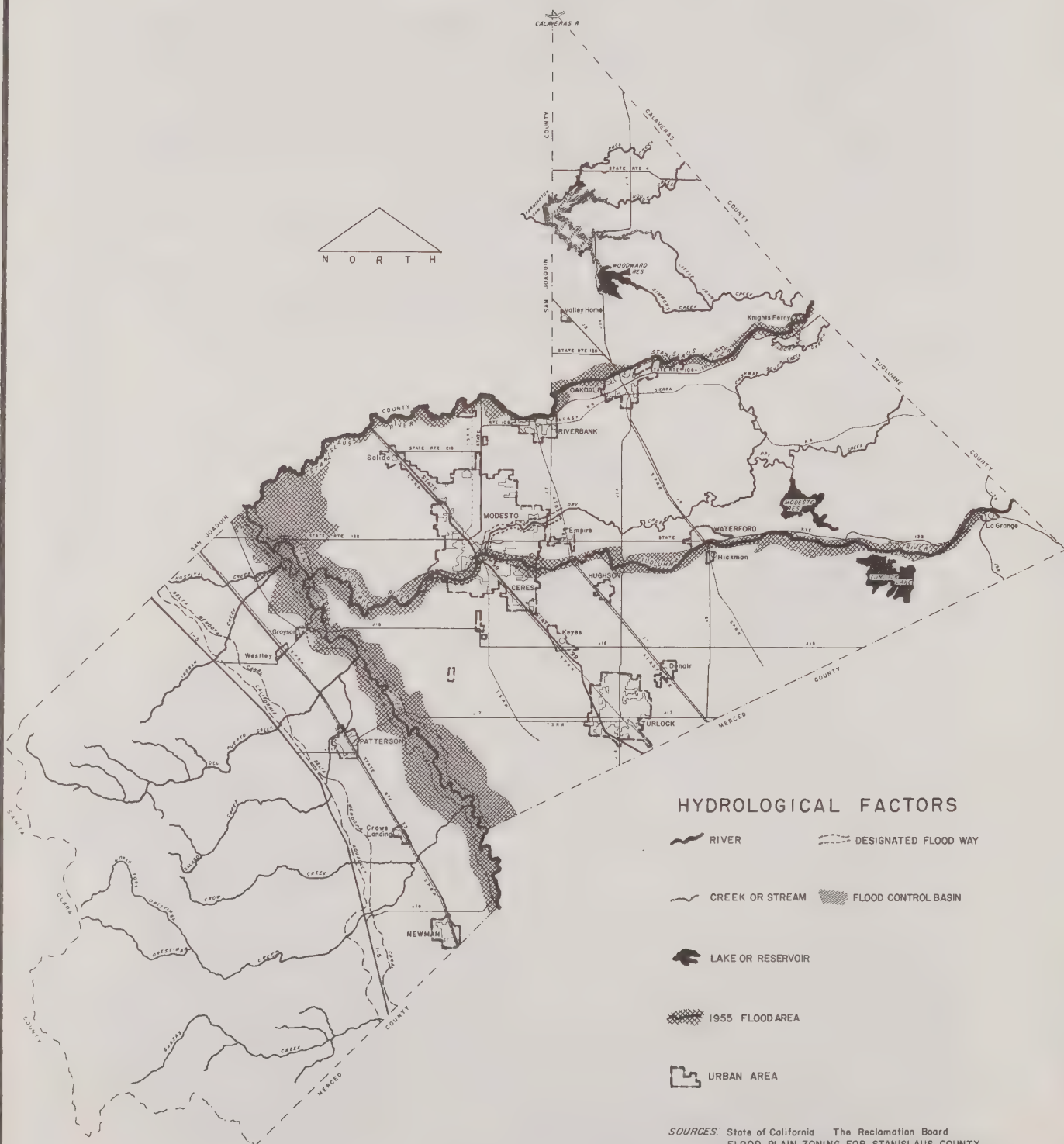
- . The most prevalent hazard resulting from seismic activity is structural damage due to ground shaking.*
- . Existing emergency structures such as communication centers, fire stations, and hospitals should be reviewed in terms of recent building code changes so as to minimize the possibilities of damage from seismic activity.*
- . Close attention should be given to the ability of all new buildings constructed in the western portion of the County due to the identified potential seismic hazard.*
- . Consideration should be given to the development of specific requirements for soils and/or geologic reports for all construction within areas designated subject to seismic hazards.*
- . Zoning controls similar to the existing application of A-2-160 west-erly of I-5 represent an appropriate use of existing implementa-tion to reduce the incidence of damage resulting from seismic dis-turbance.*

3. Flood Hazard

Flooding has been a major problem throughout the history of Stanislaus County, particularly with the encroachment of urban growth into floodplains. Major floods have occurred in 1861, 1938, 1950, 1955 and 1969. Substantial action has taken place which reduce flooding hazards such as the New Don Pedro Dam on the Tuolumne River and the New Melones Dam currently under construction on the Stanislaus River near Jamestown. These dams should eliminate flood danger except under extremely unique circumstances.

The State Reclamation Board has identified and adopted flood-plains, defined in feet per second of flow, along the San Joa-quin River, Tuolumne River and portions of Dry Creek. Official designation for the Stanislaus River waits comple-tion of the New Melones Dam. Any non-agricultural encroach-ment into these areas requires a permit from the Reclamation Board, which will serve to prevent reduction in channel capac-ity of the waterways.

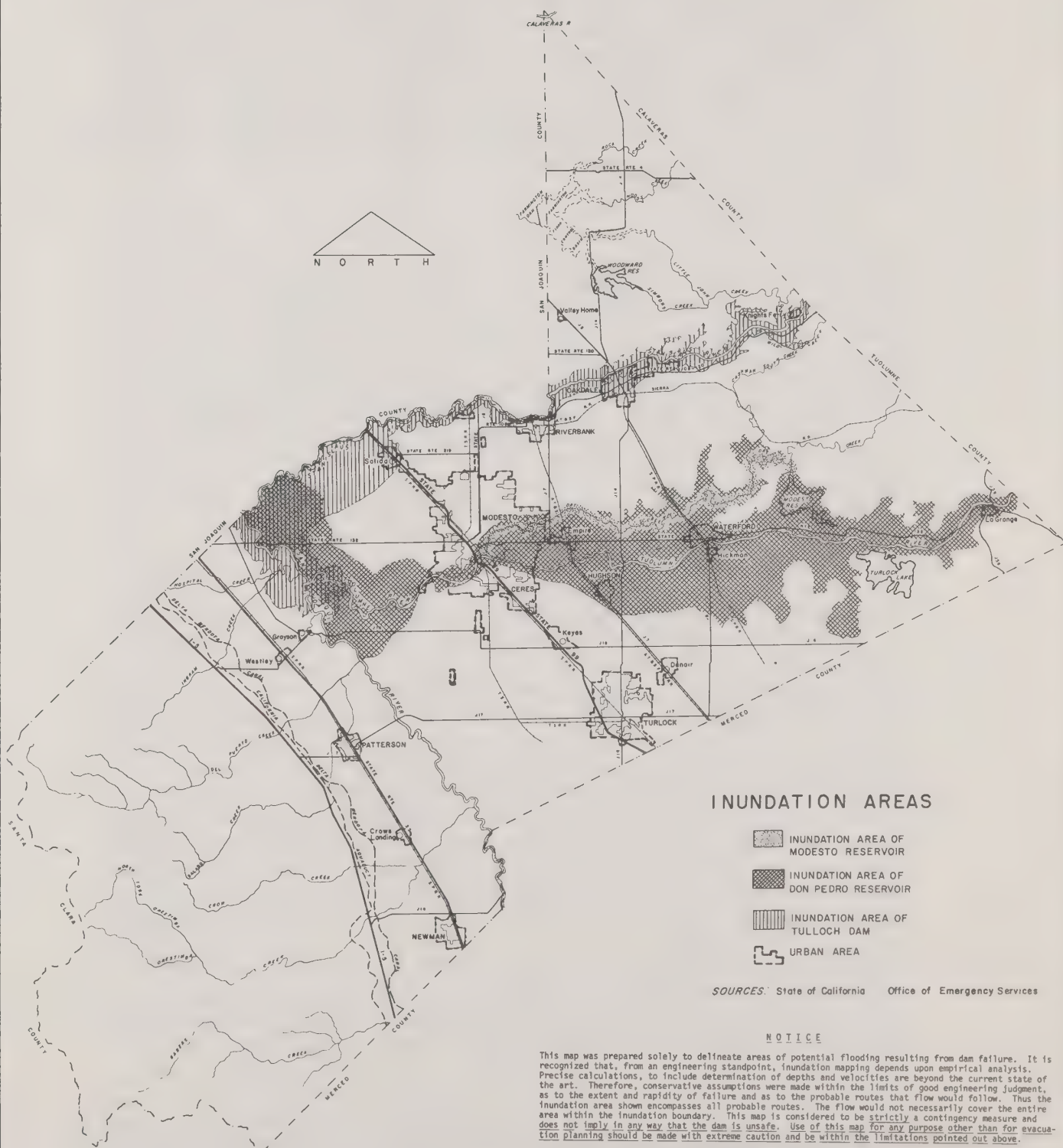
Another significant type of damage, which can result from earth-quake activity, is from flooding caused by dam failure. There are a number of dams, both in and out of the County on the east and west sides, which could produce flooding should they fail. There are requirements that the owners of dams prepare maps showing areas which would be flooded should the dams fail. Dam failure inundation maps have become available for Don Pedro and Modesto Reservoirs, although they are very general and give little useful information as to the exact dangers of dam failures. If more specific maps become available, they should be studied for emergency evacuation plans and routes to be adopted to protect persons living within the areas sub-ject to inundation.



HYDROLOGICAL FACTORS

- RIVER
- DESIGNATED FLOOD WAY
- CREEK OR STREAM
- FLOOD CONTROL BASIN
- LAKE OR RESERVOIR
- 1955 FLOOD AREA
- URBAN AREA

SOURCES: State of California The Reclamation Board
FLOOD PLAIN ZONING FOR STANISLAUS COUNTY
Stanislaus County Department of Planning and
Community Development



CONCLUSIONS AND OBSERVATIONS

- . Much of the flooding problem with the County has already been eliminated. Aside from the construction of dams, other measures, including extensive levees along the San Joaquin River, the Farmington Flood Control Basin on Little John and Hoods Creeks, and adoption by Stanislaus County for an overlying floodplain zone base, have been used to reduce the hazards of flooding.
- . Early consideration should be given to review of existing regulations and development and application of new techniques leading to the establishment of a zoning type of control restricting development within flood plains.

4. Water Table

There are a number of areas within the County which have a relatively high water table that can cause problems if septic tanks are used. A high water table (often coupled with adverse absorptive qualities of the soil) can cause septic tank failures and possible deterioration of ground water quality resulting in health hazards. The westside communities of Grayson and Crows Landing depend entirely upon individual septic tanks in areas of high water table and poor soil percolation conditions. High water tables are also found around Turlock extending to the San Joaquin River.

CONCLUSIONS AND OBSERVATIONS

- . Within the urbanized areas of the westside, consideration should be given to the eventual development of sewer systems to replace septic tanks.
- . The unincorporated fringe areas around Turlock, Newman and Patterson, although within areas of high water table, are protected against resulting health hazard due to the availability of urban sewer services extending from the unincorporated communities.
- . The Land Use Element of the General Plan establishes prohibition against urban development within the fringe areas of such city except in connection with annexations which would result in the availability of public sewer facilities, therefore, substantially reducing the potential for creation of new health hazards due to dependency upon septic facilities in areas for soil percolation for high water table.
- . Continued dependency upon County zoning regulations and Health Department standards with respect to minimum parcel sizes is essential to the continued prevention of health hazards associated with septic tank facilities in the rural areas of the County.

5. Water Quality

Agricultural and urban water supplies for Stanislaus County originates from both ground water and surface water. Irrigation of agricultural land is the largest consumptive user of water in the County. The main sources of irrigation water are the three major rivers; the Stanislaus, Tuolumne and San Joaquin, which flow through the County. These rivers all contain water of excellent quality at their sources in the Sierra Nevada, but

as they flow through the Valley, their quality is impaired by each successive use. Both agricultural and domestic use and return contribute to this degradation. As flows decrease seasonally, concentrations of pollutants increase, particularly in the San Joaquin, which serves as a drain for return water and domestic and industrial wastes through the entire San Joaquin Valley. Quality of the Stanislaus is somewhat deteriorated at its confluence with the San Joaquin River. The Tuolumne's condition has deteriorated more than the Stanislaus due to agricultural return wastes and gas well wastes by the time it reaches the San Joaquin.

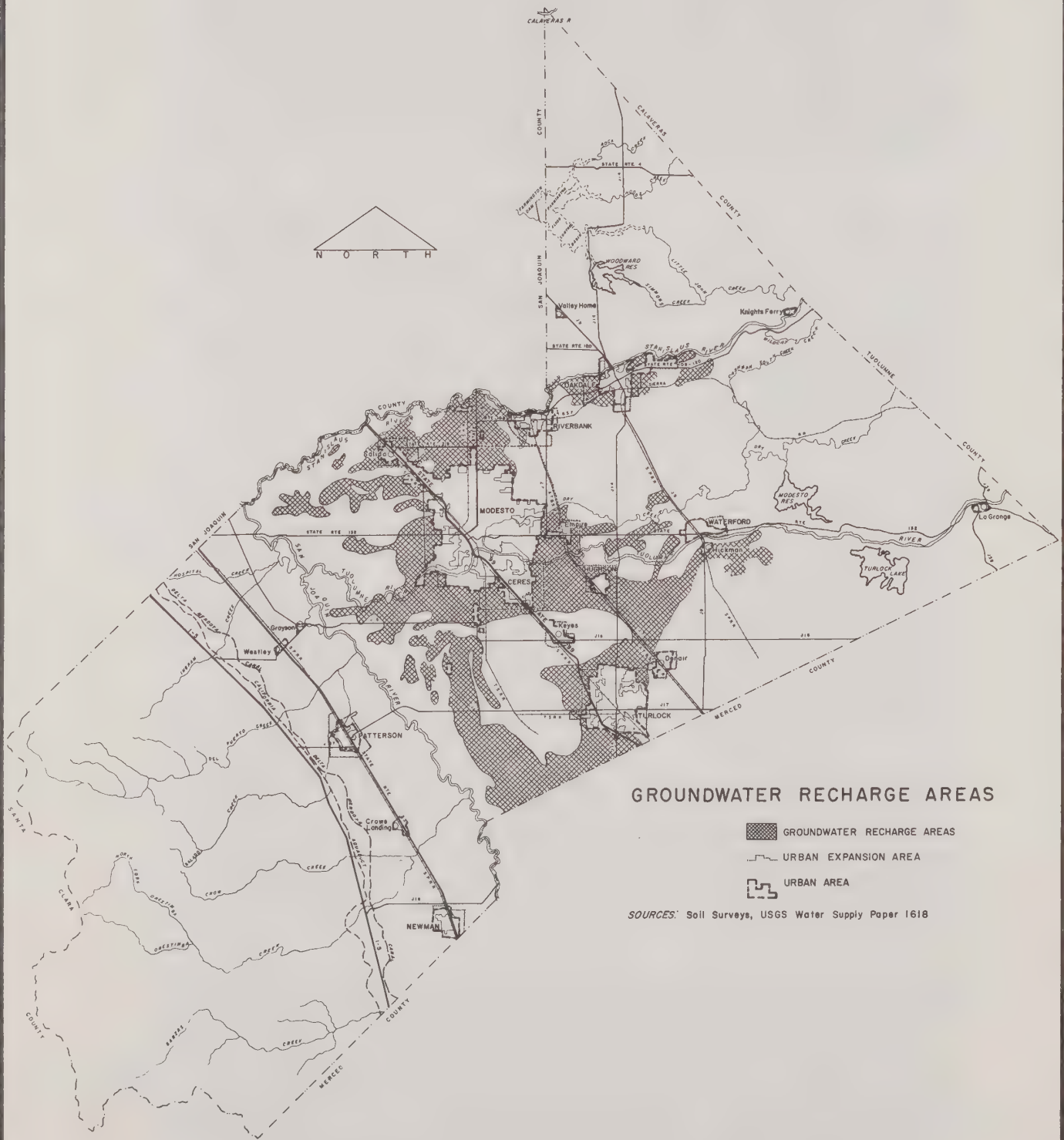
Groundwater is the major source of domestic and industrial water in Stanislaus County, and is used as supplemental water supply for irrigation. The quality of groundwater is determined by the geologic formations through which it filters and thereby cannot be controlled. However, it is utilized directly by people and can be controlled to that extent. Groundwater recharge occurs by water conducting through the gravels of major streams and rivers, seepage from reservoirs, irrigation and rainfall on well drained alluvial soils in the valley portion of the County.

The groundwater situation west of the San Joaquin River is substantially different from the rest of the County to the east. There are three major problems which exist: a rising perched water table, saline build-up in the soil and an increasing imbalance in the groundwater body. These conditions exist through combinations of canal seepage, excessive irrigation and poor quality irrigation waters. The cumulative effect of these problems can reduce crop yield and soil productivity. In attempting to reduce the salt imbalance, excessive amounts of water have been put in the soil, causing serious drainage problems.

The decreasing groundwater quality is having adverse effects on domestic water supplies as well as the agricultural lands. As groundwater becomes unacceptable for domestic use, other sources will have to be found. One solution that has been suggested is the use of water from the Delta Mendota Canal for domestic purposes. This water currently meets public health standards.

The groundwater east of the San Joaquin River does not have the serious problems that exist on the west side. Depth of the water table varies from only a few feet around Turlock to several hundred feet. The overall quality of groundwater is good, although some chemicals are present in varying amounts that might eventually cause some problems. Groundwater pumping around Modesto, improperly sealed wells, and past dairying practices have contributed to increasing concentrations of certain chemicals.

Around Modesto the overall groundwater supply appears good, except in the extreme eastern portion. Extensive pumping coupled with insufficient recharge (due to continued covering



GROUNDWATER RECHARGE AREAS

- GROUNDWATER RECHARGE AREAS
- URBAN EXPANSION AREA
- URBAN AREA

SOURCES: Soil Surveys, USGS Water Supply Paper 1618

of recharge areas with impervious surfaces) has created a cone of depression in the Modesto area water table. Urbanization of agricultural lands surrounding Modesto (which are also prime water recharge areas) will likely cause this cone of depression to continue to increase in size. Aside from lowering the amount of water available, this cone of depression has also caused an increase in the chloride levels of the groundwater. A better understanding of this situation should be available with the completion of a study of the Modesto Area groundwater situation by the U. S. Geological Survey, to be completed in the early 1980's.

CONCLUSIONS AND OBSERVATIONS

- . *The County's most apparent water quality problems exist on the west side, but the entire County is in need of study. An overall program that deals with surface water quality, groundwater quality, and drainage is needed, with coordination between Stanislaus County, irrigation districts, State Reclamation Board, U. S. Army Corps of Engineers and Regional Water Quality Control Board.*
- . *The groundwater basin should be protected from sources of pollution, including excessive use of septic tanks in areas of high water table. Strict enforcement of the County abandoned well ordinance and development of regulations prohibiting the use of poor quality irrigation water from surface sources would minimize future water quality problems.*
- . *Surface water quality must likewise be improved. Water levels of the rivers should be at such a level year-round to reduce the concentration of pollutants. This solution source control and advanced water treatment for all types of water returned to the counties waterways should be considered. A countywide drainage study is currently underway that will hopefully lead to possible solutions for both rural and urban drainage problems.*
- . *Additional water sources for use in the County should be explored and caution should be exercised so as not to encourage the introduction of new uses which will depend upon large quantities of water in competition with the already minimal availability of water for agricultural purposes.*

6. Air Quality

Open space is beneficial to the air quality of an area. Large amounts of open undeveloped areas, including broad base and limited base agricultural lands contribute to air quality directly through the hydrogen oxygen cycle and indirectly by not generating pollutants. Some agricultural practices on extensively farmed land including burning, and use of agricultural hullers do contribute at times to an increased pollutant level. These activities are controlled however, by the local Air Pollution Control District, which allows agricultural burning on relatively clean air days. Limited base agricultural lands make no contribution to the degradation of air quality. Loss of agricultural open space to urbanization usually means the loss of oxygen producing plants, increased vehicular pollution and possible emission producing commercial or industrial land uses, and establishes requirements for regulation

of hilling practices. Ironically location of urban intensity development on low quality soils while logical from the aspect of prime agricultural preservation often results in scattered development patterns substantially increasing the amounts of air pollution resulting from vehicular emission.

CONCLUSIONS AND OBSERVATIONS

- . *Within Stanislaus County, the major source of air pollutants is vehicular emissions. This problem is currently handled in part by state and federal regulations as to allowable emission levels. Continuance of these standards should gradually lead to a significant decrease in vehicular emissions.*
- . *Industrial and agricultural sources of pollutants are likewise regulated by state, federal and county regulations.*
- . *County land use policies must be evaluated in terms of encouraging land use configuration which minimize dependency upon individual vehicle transportation and thus increased air pollution and maximize the feasibility of mass transportation facilities.*

CONFLICTS AND ISSUES

The guiding principle behind any plan and implementation program is its attempt to resolve some of the basic land use conflicts which have arisen during preparation of the plan. It should be mentioned that a total solution to the conflict problem will probably never be found. However, steps can be taken to minimize such conflicts.

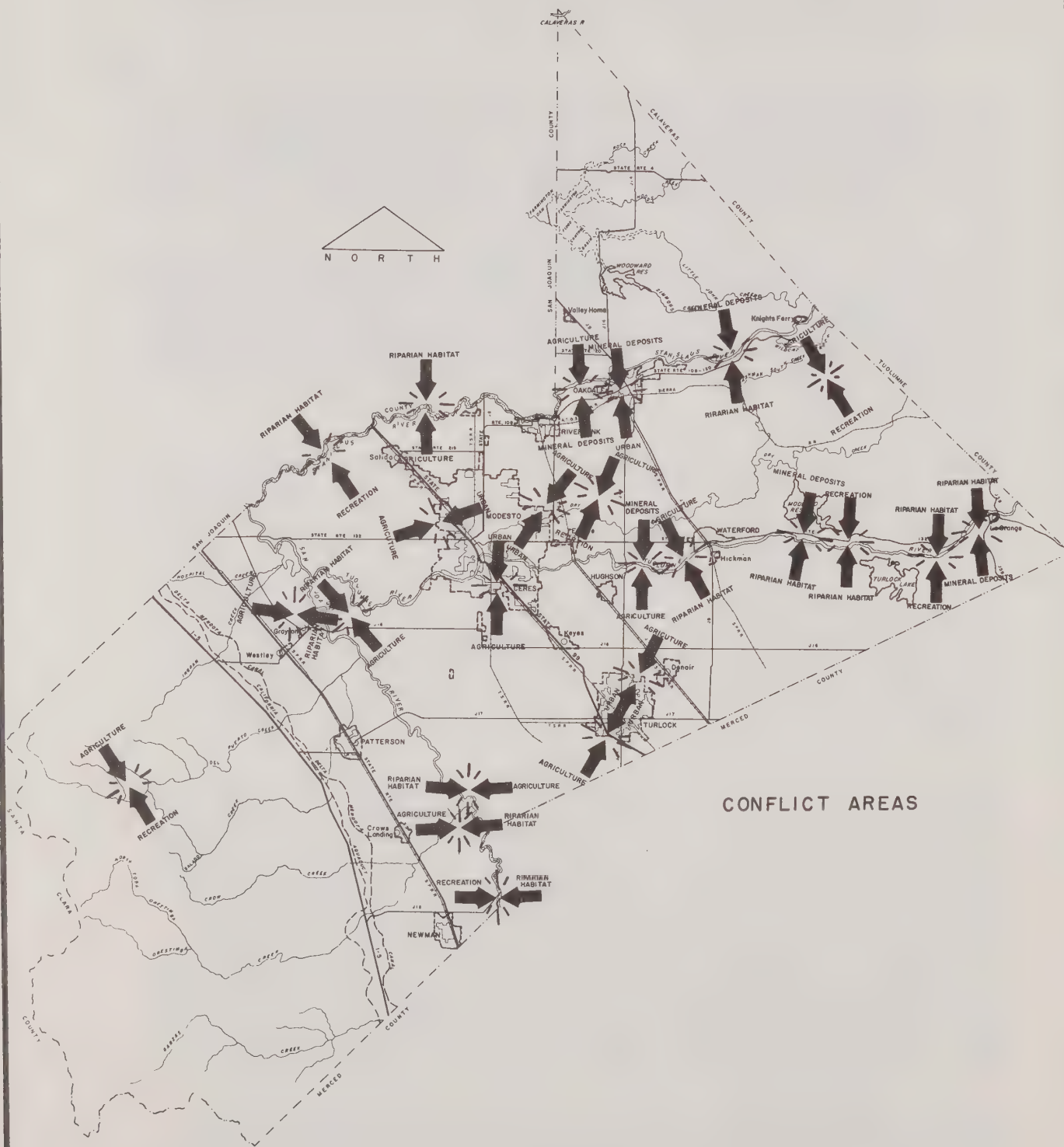
Areas of conflict in this County exist between the following: riparian habitat and extraction of mineral resources; riparian habitat and agricultural use; riparian habitat and recreational use; agricultural land and extraction of mineral resources; agricultural uses and recreational use; urban development and extraction of mineral resources and with the most obvious conflicts being between urban and agricultural land uses.

Simply stated, urbanization within Stanislaus County, particularly within the rapidly growing Modesto/Ceres urban area, is occurring on prime agricultural land. This results in the removal of prime agricultural land from production and loss of the soil resource. There are a number of other lesser conflicts between these two land uses as well. The Land Use Element of the General Plan has attempted to resolve this conflict by limiting urban growth to areas which can first be annexed to a city. The soil resource is still lost, but in a more orderly, controlled manner maintaining parcels in agricultural production longer than had previously been the case, and greatly reducing the ineffectiveness in land use characteristics of urban sprawl.

Another conflict previously indicated is between agriculture and the extraction of sand and gravel resources. Often these resources are found beneath prime agricultural soil and extraction of the resource can mean permanent loss of the soil resource. To minimize this conflict, it may be possible to encourage gravel pit operators to use the dredger tailings occurring along the Tuolumne and Stanislaus Rivers in the eastern portion of the County. It must also be acknowledged that these tailings, which are largely piles of cobbles, may not be readily suitable for all types of uses. It is also true that transportation costs to the areas where the materials will be used will be greater than if the materials were taken from agricultural areas closer to use areas.

In this County, sand and gravel extractions are permitted in all zoning classifications with a use permit. The use permit is a useful process that is utilized to mitigate conflicts and require rehabilitation. For example, a requirement to restore the excavation site to agricultural land would be an attempt at resolving the agricultural/sand and gravel extraction conflict.

The previous discussion points towards another basic conflict between



mineral extraction and the preservation of riparian habitat areas. Both, naturally occurring sand and gravel deposits and dredger tailings are found very close to the banks of the Stanislaus and Tuolumne Rivers, and seem to be visually contained within areas of riparian vegetation. One method of resolving this conflict is currently being utilized by the Corps of Engineers Lower Stanislaus River Preservation Program. The Corp is in the process of purchasing vegetation easements preventing permanent disturbance of vegetation for any reason. This would not allow removal of mineral resources or expansion of agriculture into the habitat. The County, with use permit authority over gravel extraction, is able to place conditions on gravel extraction operations for preventing permanent damage to riparian areas.

Another related conflict exists between riparian habitat areas and agricultural uses. In many instances, the agricultural uses have already replaced most of the riparian habitat within the County. At this time, only several thousand acres of riparian area remains along the County's waterways. Some of these areas are located such that further extension of farm land into them is not feasible, and they appear reasonably safe. The Lower Stanislaus River Preservation Program should protect much of the Stanislaus River habitat, but there still appear to be substantial amounts of habitat that may be removed along Dry Creek and the Tuolumne and San Joaquin Rivers. The agricultural General Plan designation and zoning currently on most of these areas is not sufficient to protect the riparian areas. There are numerous solutions to this problem, one might be a conservation zone placed on all properties which contain riparian or other unique natural resources. This zone would allow for continuation of all existing agricultural uses with a use permit required for any expansion which would involve removal of non-agricultural vegetation.

Recreational use of the river and the riparian areas can also be in conflict. Wildlife and vegetation are adversely effected by the introduction of large numbers of people into a natural area. A case in point is the new Tuolumne River Regional Park designated as a multi-purpose park to take advantage of its location along the river. Although the land will be permanently preserved, and some riparian areas maintained, there will certainly be an overall loss of wildlife habitat with implementation of the park. The need exists to balance the valid recreational needs of County residents with the need to preserve important wildlife areas. Careful park planning must take place to minimize conflicts while meeting needs.

CONSERVATION — OPEN SPACE PLAN

A. PLAN

The Conservation/Open Space Plan has evolved from the description of problems and possible solutions found in each section of the Element. The Plan Map graphically depicts these solutions by delineating broad areas which should be maintained for open space and conservation purposes. The Plan also recognizes existing urbanized areas and the additional areas needed to accommodate further growth. The implementation methods set forth in this Element assist in the guidance of urban growth and development, preservation of agricultural land, and conservation of natural resources. These methods should be followed to effectively maintain the areas designated on the Plan Map.

Areas delineated on the Plan Map consist of the following designations: Urban Centers; Proposed Urban Areas; Broad Base Agricultural Areas; Limited Base Agricultural Areas; Park Sites, Historical Sites; Hazard Areas; and Conservation Areas; and Scenic Highways. These areas and the policies that apply to them are discussed in more detail in the following paragraphs.

** Urban Areas are concentrations of development which provide a range of living, working, shopping, educational, recreational and cultural opportunities commensurate with their size and function. Urban areas range in size from a large regional center to a small rural center. These developed areas include the developed areas of cities, and developed areas adjacent to these cities, as well as unincorporated towns and other areas of urban type development.

** Proposed Urban Areas represent the area which a city or special service district has designated in their plans as possible growth areas. These expansion areas roughly coincide with the 20-year service boundaries established by the various jurisdictions. Also included are areas on the Land Use Element designated for non-agricultural usage and zoned accordingly.

** Broad Base Agricultural Areas are lands primarily used for tree and row crops, irrigated pasture, dairies and poultry operations. The majority of these lands have been designated as either "prime" or "potential prime" agricultural land by the Department of Water Resources for the State Office of Planning and Research. This designation takes into account soil grade and class, and the economic productivity of the land. These areas have been designated as agricultural on the Land Use Element and zoned for Exclusive Agriculture.

- ** Limited Base Agricultural Areas are lands which are used for range land and are nonirrigated. Lands in this category are generally the poorer soils, however, they can and do support poultry operations, feed lots, etc... These areas are also areas of water recharge and scenic beauty. The Land Use Element designation is agricultural with the appropriate zoning applied to preserve the natural resources and character of the area.
- ** Open Space Areas All of the following have been designated as open space: county regional parks, county neighborhood parks, state parks, county maintained fishing access areas, and bicycle paths maintained by the county and state. Most of these areas generally have unique physical characteristics and settings or offer preservation of unique vegetation, wildlife species or offer unusual recreational opportunities. The park system is implemented by acquisition and maintenance by the county and state. A preservation method new to this area is being utilized by the U. S. Army Corps of Engineers Lower Stanislaus Preservation Plan to preserve open space and riparian habitat by acquiring vegetation and flowage easements.
- ** Proposed Open Space Areas are areas in the 1966 County Recreation Plan designated for future park sites. Also included are the plans of the U. S. Army Corps of Engineers Lower Stanislaus Plan, and the State Department of Parks and Recreation Great Valley Plan. It has been determined that a Land Use Element designation of "Agriculture and Exclusive Agriculture" zoning are compatible for preserving future park sites.
- ** Conservation Areas are areas of extreme natural resources; such as riparian habitat, sand and gravel deposits, and scenic corridors. Agriculture and outdoor recreation can be compatible uses in these areas, with the exception of the riparian habitat. It should be the County's policy that no urban or rural residential development should be permitted in the riparian habitat. Designated conservation areas are intended to remain in open space or agriculture in order to protect natural resources.
- ** Historical Areas are areas that have been designated as Historical on the Recreation Element of the General Plan prepared by the State Park and Recreation Department. Land Use within these areas is concerned with preservation of the attractive and appealing features in natural and man-made landscapes of historical significance. These areas may include the preservation of historical and architectural landmarks such as bridges and buildings made of indigenous materials. These structures give the County an architectural identity. Preservation of these areas is currently implemented through the Land Use Element designation of "Historical" and compatible historical zoning. Further protection and designation of new sites should be encouraged to come from the State Parks and Recreation Department.

** Hazard Areas are areas of natural and man induced hazards. Areas such as designated floodways as adopted by the U. S. Army Corps of Engineers, flood plains, areas of potential landslides, fault areas, and airport noise and clear zones are considered hazard areas. The hazard area designation is overlayed in areas where additional review and assignment of conditions may be necessary to minimize or eliminate such hazard.

** Scenic Highways are roadways designated as scenic. For a roadway to be designated as "scenic", it must possess scenic value worthy of preservation and must be locally planned and zoned to preserve the character of corridor.

** Proposed Scenic Highways Included are State highways and County highways having unique physical character. Much of the area surrounding these highways already have been planned and zoned to be compatible with existing state requirements. It would be a relatively easy task to apply for a Scenic State designation or to develop a County Scenic Highway designation.

B. IMPLEMENTATION

In conjunction with adoption of an open space/conservation map, a program of prioritized implementation methods should be adopted. These priorities will assist in implementing the map and make up the total plan. The program is divided into three categories; existing methods, easily instituted methods, and possible future implementation methods.

The "existing program" consists of methods which are currently being pursued and should be continued. It is as follows:

- *Continued use of the urban transition method of controlling and directing orderly growth of the cities.*
- *Continuation of existing park programs and County Regional Park Program.*
- *Continued use of the Williamson Act to preserve agricultural land, particularly in prime agricultural areas around the cities.*
- *Encourage Williamson Act Contracts on riparian areas to reduce tax pressures, which can cause conversion to other uses.*
- *Continued use of A-2-160 zoning on the west side of Interstate 5 to discouraging intensive uses until hazards from slope instability, seismic activity and fire can be mitigated.*
- *The County should attempt to work with the Corps and river landowners to assure reasonable use of the river by the public while providing maximum protection of the landowners property rights.*

- Continued use of use permit and Environmental Impact Report requirements on excavations to minimize environmental conflicts.
- Develop criteria for Historical designation and continued use of the County Historical Site designation and further study to recognize other points of historical interest.

The "easily instituted methods program" consist of methods which could readily be incorporated into the existing program with relative ease and minimum cost to the County.

- Request the Department of Transportation to study designated routes on the County Plan for possible designation as Scenic Highways.
- Encourage the owners of productive agricultural land to make comprehensive applications for agricultural zoning protection commensurate with the minimum agricultural economic unit within the area.
- Use various studies of drainage and groundwater problems presently being conducted to help develop a countywide water management program.
- Study various implications of locating wet industries in agricultural areas, using wash water for irrigation permanent agricultural land surrounding the actual plant.
- Study and report on the feasibility of adopting a county policy to encouraging use of dredger tailings as a sand and gravel resource before sand and gravel removal will be allowed from all other available sources.
- Require complete rehabilitation of any mineral excavation site, either for agricultural or recreational land use. Require posting of bond to assure compliance.
- Inspect all emergency services buildings within the County to assure their safety during an earthquake.
- Consider the adoption of a Conservation Area General Plan designation which would operate in a manner similar to Planned Development. It would have application along rivers and major streams and in areas of vernal pools or other unique resources.

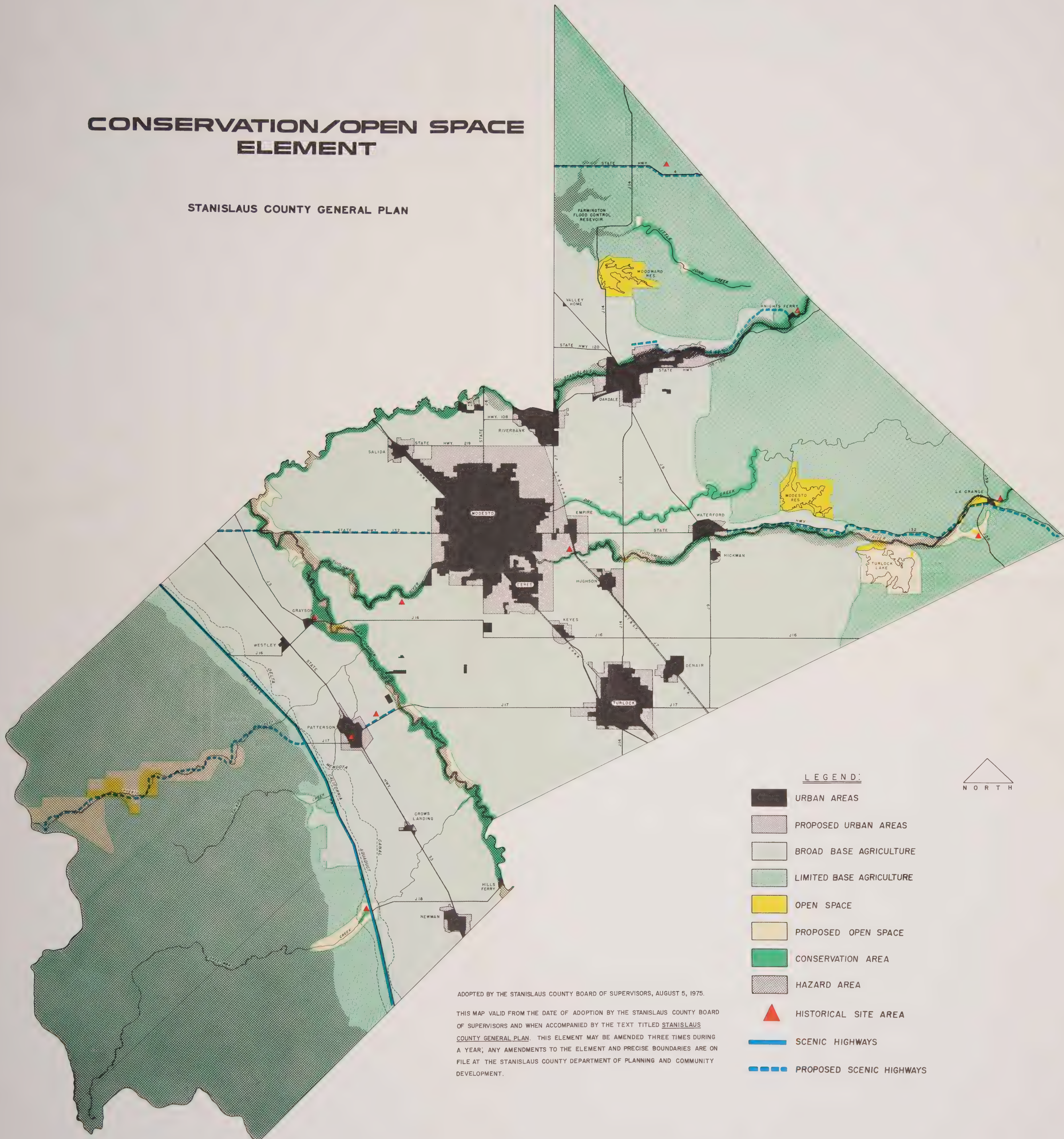
"Possible future implementation methods" consist of programs which would require major study and commitment on the part of the County. They are as follows:

- Discourage the breakdown of agricultural land into small parcels. Elimination of any further use of the A-2-3 and A-2-5 zones should be encouraged. Allow easier combination of existing lots into larger agricultural units.

- Study and report on the possibility of purchase of vegetation easements similar to those being purchased by the Corps of Engineers on the Stanislaus River along the Tuolumne and San Joaquin Rivers.
- Adopt a conservation zone including every parcel adjacent to rivers and major streams allow continuance of uses but allowing no expansion of new uses without approval.
- Encourage Tuolumne River landowners, the State of California and others to help develop an overall program for preservation of the rivers, resources, including vegetation wildlife habitat, salmon spawning, water quality, etc.
- Study and report on the area on the eastern side of the County to determine areas which contain rare and/or endangered plants, particularly in vernal pools. Perhaps place this area in a conservation zone and/or general plan designation along with river/riparian areas.
- Amend county ordinance to require open space dedication for parks, and street tree planting in new residential areas of unincorporated communities of the County.
- Study and report on elimination of old undeveloped subdivisions currently existing in agricultural areas, which have had no activity in a reasonable time period (i.e. 5 to 10 years).
- Develop a Housing Maintenance Program to mitigate fire and other safety hazards in buildings.

CONSERVATION/OPEN SPACE ELEMENT

STANISLAUS COUNTY GENERAL PLAN



LEGEND:

- URBAN AREAS
- PROPOSED URBAN AREAS
- BROAD BASE AGRICULTURE
- LIMITED BASE AGRICULTURE
- OPEN SPACE
- PROPOSED OPEN SPACE
- CONSERVATION AREA
- HAZARD AREA
- HISTORICAL SITE AREA
- SCENIC HIGHWAYS
- PROPOSED SCENIC HIGHWAYS

ADOPTED BY THE STANISLAUS COUNTY BOARD OF SUPERVISORS, AUGUST 5, 1975.

THIS MAP VALID FROM THE DATE OF ADOPTION BY THE STANISLAUS COUNTY BOARD OF SUPERVISORS AND WHEN ACCOMPANIED BY THE TEXT TITLED STANISLAUS COUNTY GENERAL PLAN. THIS ELEMENT MAY BE AMENDED THREE TIMES DURING A YEAR; ANY AMENDMENTS TO THE ELEMENT AND PRECISE BOUNDARIES ARE ON FILE AT THE STANISLAUS COUNTY DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT.

APPENDIX

There are several state laws which may be of use in maintaining open spaces. The following are brief summaries of various means which can be used to implement an open space plan. Several would require detailed study to determine their feasibility and desirability for use in Stanislaus County.

Zoning Ordinance Setback Requirements (Section 65850, Government Code) - Setback requirements can be used to preserve some minimal privately usable open space in built-up areas, and could be used to protect fuel breaks, for scenic purposes, to protect natural water courses along minor streams, and to require that no structures be built in known fault zones that can be defined in precise terms. Setbacks do not require acquisition or dedication and do not lead to inverse condemnation if applied reasonably and uniformly.

Density or Cluster Zoning (Section 65866, Government Code) - This technique, often referred to as the Planned Development procedure, can be developed in an area, and permits county to work with the developer to determine where development should occur and what part of the site should remain as open space. The open space can be privately owned through a dedication to a property owner's association (preferably with an easement given to the County or open areas can be dedicated in fee or a combination of both techniques can be used. This technique can perhaps be used for development proposals around reservoirs or in other rural areas.

Natural Resource Zoning (Section 65850, and 65910, Government Code) - The most important example of natural resource zoning is agricultural zoning, which has been established in most areas designated as agricultural land on the Open Space Plan. Another possible recommendation of this plan is that the local jurisdictions should establish a Natural Resource Overlay Zone which would not prohibit all reasonable use of the land, including minor development, but would require that a finding be made prior to permit approval that there will be no resultant significant adverse affect to the natural resource in question. This should be tied into the environmental impact assessment procedures of the County. Environmental impact reports are required for all projects, public and private, which might have a significant effect on the environment.

Hazardous Land Zoning (Section 65850 and 65910, Government Code) - This type of zoning is based upon public safety consideration and can be applied where severe hazards have been identified such as land subject to flooding, unstable slopes and areas subject to seismic activity. This zoning may also reflect soils unsuited to septic tank use. Flood plain zoning does not necessarily deprive a landowner of all use of his land since often the area can be used for agriculture, recreation or other low risk purposes. The application of hazardous

land zoning, in addition to protecting the health and safety of the general public, can prevent unnecessary large scale public expenditures for such remedial measures as flood control channels and hillside retaining walls. Expenditures incurred in repairing public works and relief activities after a disaster has occurred, also can be prevented. Developments should not be allowed in unstable areas, and the onus should be placed upon the proponents of development to demonstrate the safety and appropriateness of their proposals.

Enforceable Restrictions (Article XXII, California Constitution and Section 421 Et. Seq. Revenue and Taxation Code) - Land subject to "enforceable restrictions" for open space purposes (such as California Land Conservation Act [Williamson Act] contracts and open space easements) can be assessed on the basis of its open space value rather than on its market value.

Open Space easements are another type of enforceable restriction. They can be required of developers as part of the approval of subdivision plans, possible in exchange for higher density development in the non-open space portion of the proposed site. The minimum period for open space easements is 20 years. However, in subdivisions, they can be in perpetuity.

Less Than Fee Purchase (Section 6950, Government Code) - The purchase of less than fee interests is normally handled through easements or covenants which permit the acquisition of certain specified rights (such as development rights) in the land without acquiring the fee simple title. One problem associated with less than fee purchase is that often the cost of purchasing the interest approaches the cost of the full fee, especially if the property has no other productive value such as agriculture. However, if used selectively and in the appropriate circumstances, substantial savings could be realized in preserving open space through the acquisition of less than fee interests.

Gift of Full Fee - Occasionally landowners who have a genuine interest in the land can be convinced to donate portions of their holdings to the public for open space. The donor can often retain a life estate in the land with the gift becoming effective upon his death. There are also several federal tax benefits which can be derived from the donation of land to the general public.

Negotiated Dedication (Section 11546, Business and Professions Code and Section 5078.9, Vehicle Code) - The State Subdivision Map authorizes cities and counties by ordinance to require the dedication of parkland, or the payment of a fee in lieu of dedicating land, at the time a subdivision map is approved. In an important court case, a park dedication ordinance which required dedication of land and/or fees for both neighborhood and community parks was upheld.

Purchase-Leaseback (Section 6953, Government Code) - This technique allows a local agency to purchase or otherwise acquire title to land and lease it back to the original owners, or other parties, with restrictions allowing only open space uses. This is particularly suitable for areas with productive value, such as agricultural lands. This not only accomplishes the goal of retention of agriculture, but

also retains large open areas in productive use at a relatively low cost to the governing body. Revenue bonds could be used to finance the original purchase and could be retired by the lease income received by the local jurisdiction, rather than by property tax revenue. This is especially appropriate in areas of high intensity agricultural use. Revenue bonds do not require an election, although their interest rates are higher than general obligation bonds. In addition, it is likely that once the bonds are paid off, the revenue derived from the leases as well as from the possessory interest taxes will at least offset the loss of property tax revenues which would be received if the land were in private ownership. The longer the term on the lease, the closer possessory interest taxes will approach the levels of property taxes. There are also net cost savings to be gained by not extending urban facilities to urbanized areas which usually do not return enough tax revenue to pay for such extensions.

Purchase-Resale (Section 6953, Government Code) - In this case, the land is resold for private use subject to a covenant controlling the future use of the property. The local jurisdiction could permit open space use or development on only a segment of the property with the local agency capturing some of the speculative value if limited development were permitted. While purchase and resale of land to preserve open space is permitted by State law (Section 6953, Government Code), the legality of permitting only limited development is questionable; more specific enabling legislation may be required in this latter case.

Historical Conservation Contract (Section 50280, Government) - This section of the code allows a city or county to enter into a contract with the owner of an historic building to preserve the building from tax pressures to replace it. The contract, which is similar to a Williamson Act Land Conservation Contract, requires that the building or buildings be in an historic zone to restrict the use of the property to retain its historic characteristics. The contract also allows reasonable access by the public. In return, the property receives a lowered assessment based on the property's historic characteristics.

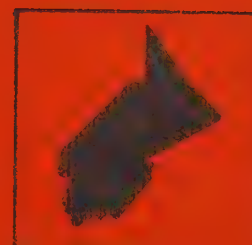
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CIRCULATION
ELEMENT

Stanislaus County



PURPOSE OF THE CIRCULATION ELEMENT

As the County's population increases, improved transportation will be needed. Significant savings can be realized if urbanization occurs within the framework of a planned transportation system.

A number of transportation studies have been conducted within Stanislaus County. In 1956, the State Division of Highways published a detailed report of traffic in the Modesto-Ceres Urban Area. The report was the basis for planning Highway 99 in the metropolitan area. In 1960, the Cities-County Advance Planning Staff conducted an elaborate study of the major street systems and traffic movements within the County. This study was eventually employed in the preparation of the Circulation Element portion of the 1966 General Plan. Since 1970, the State Division of Highways has been conducting, with the cooperation of the Stanislaus Area Association of Governments and its member agencies, a county-wide transportation study.

In 1972, the State of California enacted legislation requiring the adoption, by April 1, 1975, of a Transportation Plan in each of the State's planning regions. The Transportation Plan for Stanislaus County, which was prepared under the auspices of Stanislaus Area Association of Governments, was adopted in March, 1975 by SAAG. The Plan is inter-modal in nature.

SCOPE OF THE CIRCULATION ELEMENT

To be eligible for funds allocated and apportioned under the Motor Vehicle Fuel License Tax Law, Stanislaus County must file a report with the State Department of Public Works indicating its select system of county roads. The select system, and any subsequent modifications in it, must be approved by the State Department of Public Works. Stanislaus County first designated its select system in 1964. The system was revised in 1967.

The primary reason for the select system requirement is to ensure that local road systems are coordinated with each other and with the state highway system. To be included within the select system, a route must meet at least one of the following criteria: (1) it must provide an important traffic connection to a route in the state highway system, (2) it must be an important traffic lateral between two or more routes in the state highway system, or (3) it must afford substantial traffic relief to one or more routes in the state highway system. However, a route which does not satisfy any of these criteria may be included in the select system if the State Department of Public Works determines there is sufficient cause for such inclusion.

At the present time, an extensive study is needed to determine a realistic future of transportation needs in Stanislaus County as it relates to current land uses, recreation, urbanization, economics, and revised State and Federal transportation policies.

CONFLICTS AND ISSUES

The Circulation Element has not been reviewed or modified since completion of the area-wide Transportation Study. Such review and modification should be accomplished at the earliest possible date in order to:

- * Utilize the findings of the SAAG area-wide Transportation Plan and planned development studies.
- * Consider the growth inducing aspects of transportation facility improvement.
- * Develop a process incorporating transportation considerations into the County land use decision making process.
- * Pursue the energy consumption and air pollution issues resulting therefrom to the County's transportation policies.

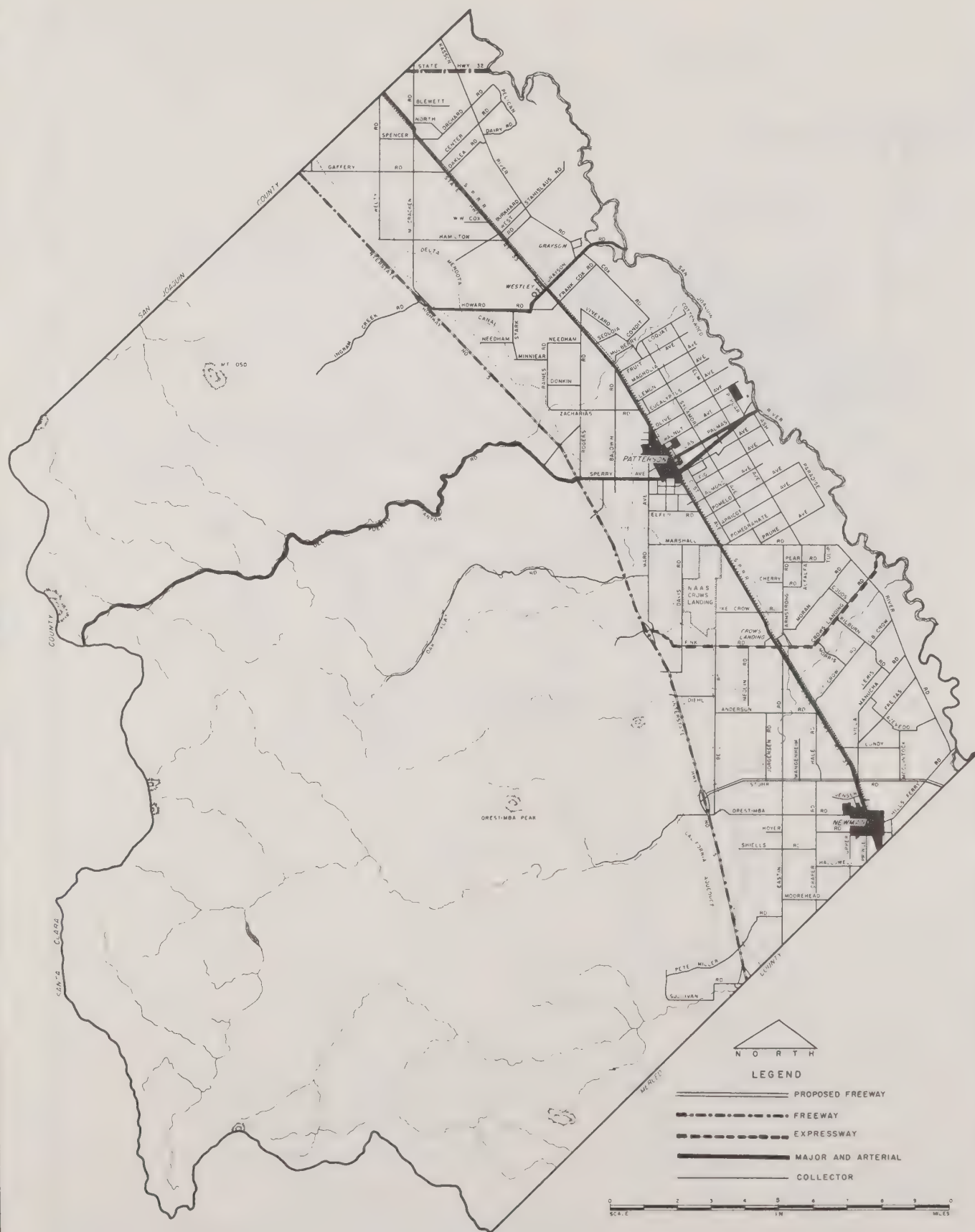
CIRCULATION PLAN

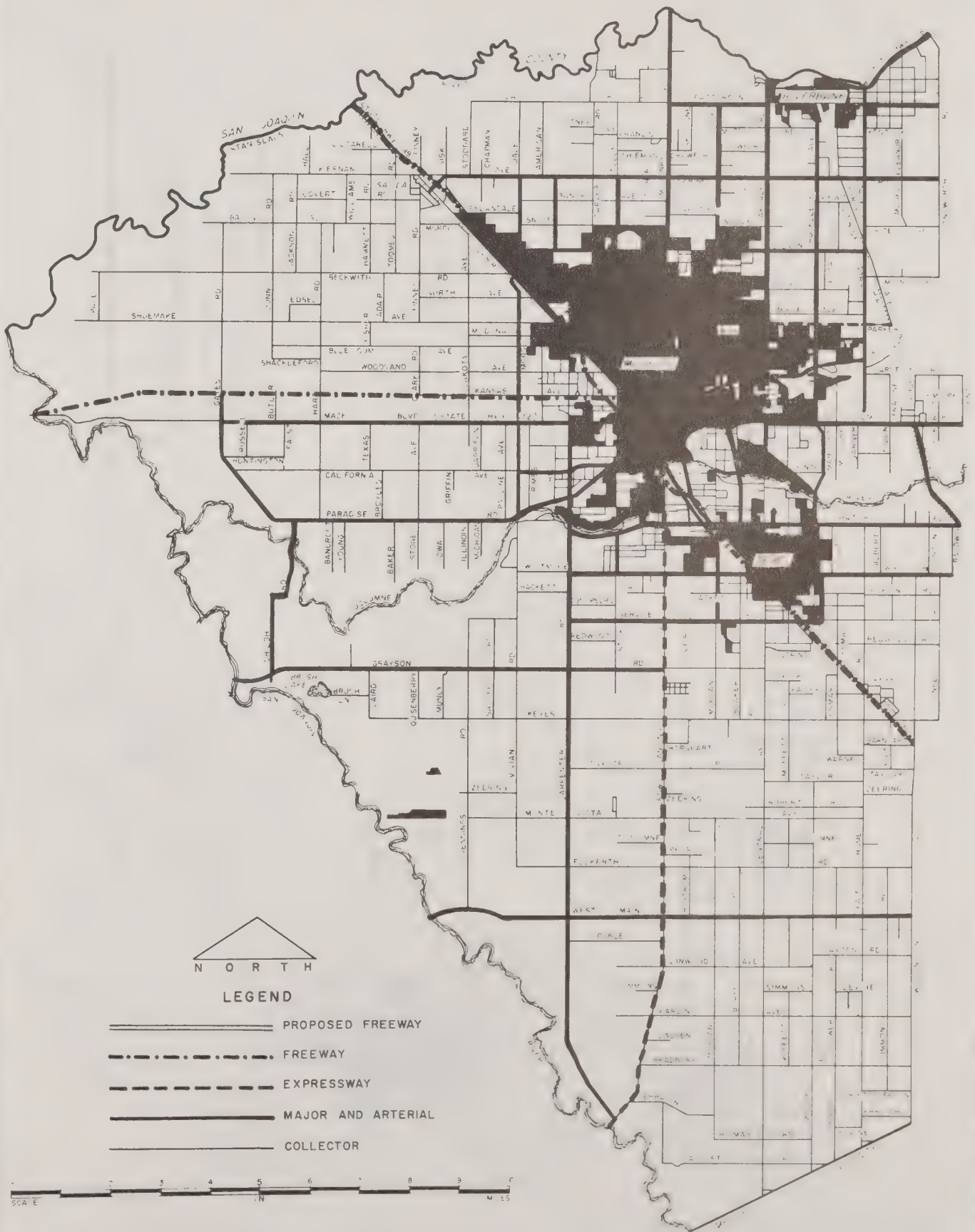
A. IMPLEMENTATION

1. This Circulation Element should be reviewed and expanded into a true Transportation Element based upon the adopted area-wide Transportation Plan.

B. MAPS

1. The following maps illustrate the currently effective County policy with respect to circulation.







NORTH

LEGEND

- PROPOSED FREEWAY
- FREEWAY
- EXPRESSWAY
- MAJOR AND ARTERIAL
- COLLECTOR



HOUSING ELEMENT

Stanislaus County



PURPOSE OF THE HOUSING ELEMENT

A. THE LEGISLATIVE BACKGROUND

Since 1969, the State of California has required that the General Plan of each city or county contain a housing element. According to Section 65302(c), the housing element is "to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

The regulations referred to above were prepared by the State Department of Housing and Community Development (HCD) and adopted by that agency in June, 1971. Subsequently, the regulations were edited and included in the General Plan Guidelines which were adopted by The California Council on Intergovernmental Relations (CIR). The regulations have guided the preparation of this housing element.

B. THE HISTORICAL PERSPECTIVE

The 1950 Decennial Census provided the first comprehensive insight concerning the condition of housing in Stanislaus County. At that time, the data indicated that approximately 30% of the County's housing stock was substandard to some extent. The accuracy of this figure was largely confirmed by a series of housing surveys which were conducted by the Stanislaus County Housing Authority in 1950 and 1951.¹

The first planning efforts toward assessing and dealing with the housing situation were carried out by the Stanislaus Cities-County Advisory Planning Committee (SCCAPC) in the late 1950's.

In 1958, having surveyed the blighted urban areas in Stanislaus County, SCCAPC estimated that approximately 34,000 of the County's residents were living in substandard housing. In its Report on Housing, the Committee offered the following observations:

- . Housing is a phase of urban development that demands far more attention and public concern than it has received in the past. While primary responsibility

¹See the introductory section of the General Plan for background information concerning the Stanislaus Cities-County Advisory Planning Committee.

for the provision of housing will remain in the hands of private enterprises, the social, economic, and physical problems connected with substandard housing conditions are obviously matters of vital concern to the community as a whole.

- . A number of major blighting influences that this area is confronted with are:
 1. Mixed land use patterns.
 2. Strip commercial development.
 3. Unimproved streets and alleys.
 4. Lack of proper code enforcement.
- . Local governments have the primary responsibility for correcting urban blight and should develop plans for doing so.

In 1959, SCCAPC published a second report entitled Blight in the Stanislaus Urban Region. The report, which focused on the need for better code enforcement, concluded that:

- . Blight is encouraged by lack of strong building codes and health and safety codes, or by lax enforcement of otherwise adequate codes and ordinances....Stanislaus County and the cities in the Region have sound building codes, but codes on the books are not enough.
- . Residences will continue to become obsolete and so too will neighborhoods unless a preventive program is established soon.
- . We are in need of a single organized effort to tackle the job throughout all of our urban areas. Concentration of effort will be economical and will mean the use of the entire community's resources.

SCCAPC's final "blight report", Facing the Facts to Fight Blight (1960), reviewed the many factors contributing to urban blight and the problems stemming from blight. The report offered several proposals aimed at "removing the symptoms and preventing the causes" of blight. Each solution hinged on the need for a "cities-county approach to the solution of the problems of blight." Cooperation was stressed:

- . What happens in the County today may mean much to the city tomorrow. Cities, small or large, can inherit benefits from good county-wide programs; they need not inherit only problems resulting from poor decisions made on the basis of differing goals, principles and standards.

Despite SCCAPC's findings and recommendations, the cities and the County undertook few blight prevention and abatement measures in the ensuing years. In the late 1960's, however, due to increased national interest in problems of the poor and in urban blight, state and local governments and concerned organizations turned their

attention to the need for lower income housing and blight prevention and abatement. One manifestation of this concern was the State's requirement that all local general plans contain a housing element.

Early in 1970, Stanislaus County adopted the first phase of its housing element. Several of the cities in the County adopted a similar element. The first phase of the housing element set forth general goals the County felt were necessary to better house its citizens and improve the residential quality of the community. The first phase, which was based on a preliminary study of the housing situation, was to be followed by more intensive studies to seek methods and resources to employ in achieving the goals.

Subsequently, the County and the cities in the County formed the Stanislaus Area Association of Governments (SAAG). The Joint-Powers Agreement which created SAAG noted that "there exist planning problems which require areawide consideration" and included among the Association's purposes to "provide a forum for discussion and study of areawide problems of mutual interest to the member governments." Housing was recognized as a subject of mutual interest and included as a major work item in SAAG's 1972-1973 planning program.

In August, 1974, after two years of preparation and discussion, SAAG adopted the Housing Element: Phase II, which analyzed the nature and extent of the housing problems in the County. Subsequently, a preliminary draft of a Phase III report which proposed various housing options, was issued. The contents of the Stanislaus County Housing Element are largely drawn from these two reports; particularly the former.

THE SCOPE OF THE HOUSING ELEMENT

A. AN OVERVIEW

A general awareness of Stanislaus County's economic, population, and housing characteristics will assist in understanding this area's housing situation and the problems and needs faced by its residents. Although abundant data on various aspects of this area's housing situation are available, only a limited selection of such data is presented here. The purpose of this section is to focus attention on the more significant aspects of the situation, those points which provide a background for the analysis presented in Section III. The overview will present significant points within the three following areas:

- . Stanislaus County and its Economy
- . Population Characteristics
- . Housing Market Characteristics

Frequent reference will be made to various characteristics of the county's housing situation, but obviously the situation will vary from area to area within the county. The situation will vary between unincorporated and incorporated communities and between specific urban and rural areas. The overview therefore looks at the county's housing situation at three levels:

1. Stanislaus County

Most of the data presented here will be for the county as a whole. The Bureau of Census has designated Stanislaus County as the Modesto Metropolitan Area (SMSA). Unless otherwise indicated, all references to the "county" will mean the whole county (Modesto SMSA), and not just the unincorporated county.

2. Urban Areas

Many references will be made to the urban areas of the cities (and towns) in Stanislaus County. This is done both because only limited information is available for the incorporated areas as such, and because annexations and incorporations constantly alter the size of the cities, making comparisons over time difficult. The two types of urban areas that will be used here are:

- Urban Areas defined by the Stanislaus Area Transportation Study in 1970 (See Illustration II-3). The Transportation Study provides housing and population projections for the years 1975, 1980, and 1995.

--Urban Areas of Census Tracts or aggregations of Census Tracts which encompass individual cities and communities in the county. These are useful because most of the data available on the area's housing, population, and economic characteristics is presented for the SMSA, Modesto, and each Census Tract. This information is available by Census Tracts in the 1960 and 1970 U.S. Census.

3. Census Tracts

These allow comparisons between small areas within the county, and of these small areas (or the urban areas they might form) between 1960 and 1970 (See Illustration II-6).

B. STANISLAUS COUNTY AND ITS ECONOMY

A survey of Stanislaus County immediately reveals three significant characteristics:

- . Agriculture is the base industry
- . The railroads have strongly influenced the county's growth and urbanization; and
- . The county's growth and economic activity have become increasingly urban oriented, and a majority of each have located in the Modesto Urban Area.

The exact extent of the agricultural industry's influence on the county and its economy is difficult to determine, but the following indicators support its claim as the base industry:

- . Agriculture directly and indirectly supports over three quarters of Stanislaus County's total economic activity.
- . In the past several years, Stanislaus County has ranked among the top ten counties in the United States in the value of agricultural crops sold.
- . The seasonal nature of agricultural work has, in recent years, contributed to seasonal unemployment of up to 15% in the winter months and 10% on the average.
- . The predominately agricultural economy is reflected in the level of manufacturing employment, which ranges from a low of 10,000 in January to a high of over 21,000 during the August canning peak.
- . More than four-fifths of the largest industries in the Modesto Urban Area are directly related to agriculture.

Although agriculture remains this area's base industry, the economy is becoming more broadbased as the area grows and gains new industry

and more jobs. According to the Security Pacific Bank's Central Valley Report (1973), Stanislaus County and the City of Modesto are the fastest growing areas in the San Joaquin Valley. By 1973, Stanislaus County was the fourth most populous in the Valley.

The County's total nonagricultural employment increased more than 27% between 1966 and 1972, making the Modesto SMSA the smallest but fastestgrowing metropolitan area in the Central Valley. The largest increases came in manufacturing (4700 new jobs), trade (3000), services (2600), and government (1800, of which 1700 were state and local positions). Nondurable goods and manufacturing accounted for 12,800 of the 16,100 manufacturing jobs in 1973, and most of these were in the processing of food and kindred products.

The availability of rail transportation has allowed Stanislaus County to use its agricultural base to become a processing and trade center. Each city in the county is located along one of the railroad lines running through the area. Over 2/3 of the trade facilities are located in the five communities along the Southern Pacific Railroad's first tracks through this area (Modesto, Ceres, Turlock, Salida, Keyes).

Industry located near the rail facilities, workers followed, and economic opportunities were created which induced more people to settle in these urbanizing areas. The availability of commercial amenities and public services led to further urban settlement. In 1950, only 28.6% of the county's residents lived in its cities, but by 1970 more than half of the population were city residents. During this same period, Modesto rose from having just 13.7% of the county's residents to 31.7% of the total (See Illustration II-1).

The cities' population growth has been due in large measure to continued annexation and the preference of in-migrants from other areas for the opportunities and amenities offered in the cities. Between 1960 and 1970 the total incorporated area in Stanislaus County increased from 16.5 to 28.3 square miles. Modesto annexed almost 6 square miles and Turlock increased its area from 2.4 to 4.6 square miles.

At the time of both the 1960 and 1970 U.S. Censuses, over 20% of Stanislaus County's residents (aged 5 years and older) had moved to this county from other areas within the previous five years. These in-migrants tended to settle in the cities. Modesto, for instance, received 36.5% of these 1966-70 in-migrants, compared to its 31.7% share of the county population in 1970. As a result of these factors, the number of city residents increased over 175% between 1950 and 1970 while the county as a whole increased by less than 53%.

The Stanislaus County Transportation Study's population projections indicates that this trend toward urbanization will continue. Of the anticipated population growth for this county between 1970 and 1980, 66% will be in the Modesto Urban Area, almost 13% in the Turlock Urban Area, and 10% will be in the Ceres Urban Area. Growth in the other six cities' urban

ILLUSTRATION II - 1
U.S. CENSUS POPULATION COUNTS

CITIES	1950		1960		1970		Nov. 1, 1972 *	
	#	%	#	%	#	%	#	%
Ceres	2,351	1.8	4,406	2.8	6,029	3.1	7,800	3.7
Modesto	17,389	13.7	36,585	23.3	61,712	31.7	74,800	35.4
Newman	1,815	1.4	2,148	1.4	2,505	1.3	2,700	1.3
Oakdale	4,064	3.2	4,980	3.2	6,594	3.4	7,100	3.4
Patterson	1,807	1.4	2,246	1.4	3,147	1.6	3,900	1.8
Riverbank	2,662	2.1	2,786	1.8	3,949	2.0	4,200	2.0
Turlock	6,235	4.9	9,116	5.8	13,992	7.2	16,000	7.6
Waterford					2,243	1.2	2,300	1.1
Incorporated Total	36,359	28.6	62,267	39.6	100,171	51.5	118,500	56.0
Unincorporated County Balance	90,870	71.4	95,027	60.4	94,335	48.5	93,000	44.0
Stanislaus County Total	127,231	100.0	157,294	100.0	194,506	100.0	211,500	100.0

*Department of Finance

Sources: U.S. Census, California Department of Finance

ILLUSTRATION II - 2

POPULATION PROJECTIONS FOR STANISLAUS COUNTY URBAN AREAS

URBAN AREAS SURVEY		POPULATION PROJECTIONS			
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1995</u>	
Ceres	8,770	12,500	13,800	18,600	
Hughson	2,500	2,855	3,235	4,350	
Modesto	102,320	117,700	135,100	192,000	
Newman	3,250	3,500	3,900	5,000	
Oakdale	7,730	8,500	9,500	12,600	
Patterson	4,290	4,700	5,200	7,000	
Riverbank	5,990	6,600	7,300	9,700	
Turlock	19,090	23,000	25,400	34,200	
Waterford	<u>2,470</u>	<u>2,700</u>	<u>3,000</u>	<u>4,000</u>	
TOTAL (Urban Area)	156,410	182,055	206,435	287,450	
Balance of County	<u>39,380</u>	<u>39,145</u>	<u>38,970</u>	<u>38,250</u>	
Stanislaus County Total	<u>195,790</u>	<u>221,200</u>	<u>245,405</u>	<u>325,700</u>	

Source: Stanislaus Area Transportation Study

areas will represent approximately 11% of the total, and the rural areas are expected to lose population (See Illustration II-3 and Appendix A).

This trend toward urbanization is examined more closely on the following pages, along with other population, income and housing characteristics.

C. POPULATION CHARACTERISTICS

The Illustration II-2 is presented graphically in Illustration II-4. This graph emphasizes the fact that Modesto's Urban Area growth rate is exceeding that of other areas, and by 1995, almost 59% of the county's residents will live in Modesto's Urban Area (as delineated in Illustration II-3).

1. Ethnic Groups

Only five sizable ethnic groups were reported as living in Stanislaus County by the 1970 Census. Residents of Spanish background were the largest group. With a population of 24,569, they represented 12.6% of the total county population. The other four groups were of Italian parentage (2388 residents), German parentage (2064), Negro parentage (1938), and Swedish parentage (1693). These groups represented from 1.2% to 0.9% of the county's population.

Except for the following situations, these groups were settled in a distribution pattern similar to that of the population as a whole.

- . Over 85% of the Black residents lived in the Modesto Urban Area; 75% resided in West Modesto.
- . 45% of the citizens of Italian parentage lived in Modesto.
- . Half of those of Swedish parentage lived in the Turlock area.
- . Over 41% of all county residents living west of the San Joaquin River were of Mexican-American lineage.

2. Age Groups and Projection

The California Department of Finance age group population projections for Stanislaus County in 1980 reveal several important trends which will affect future housing demand. The most important projection is that the number of persons in the 20 to 34 year old age group will increase by almost 20,000 between 1970 and 1980 (See Illustration II-8). Since this is the primary household-forming age group, and the average size of households has been

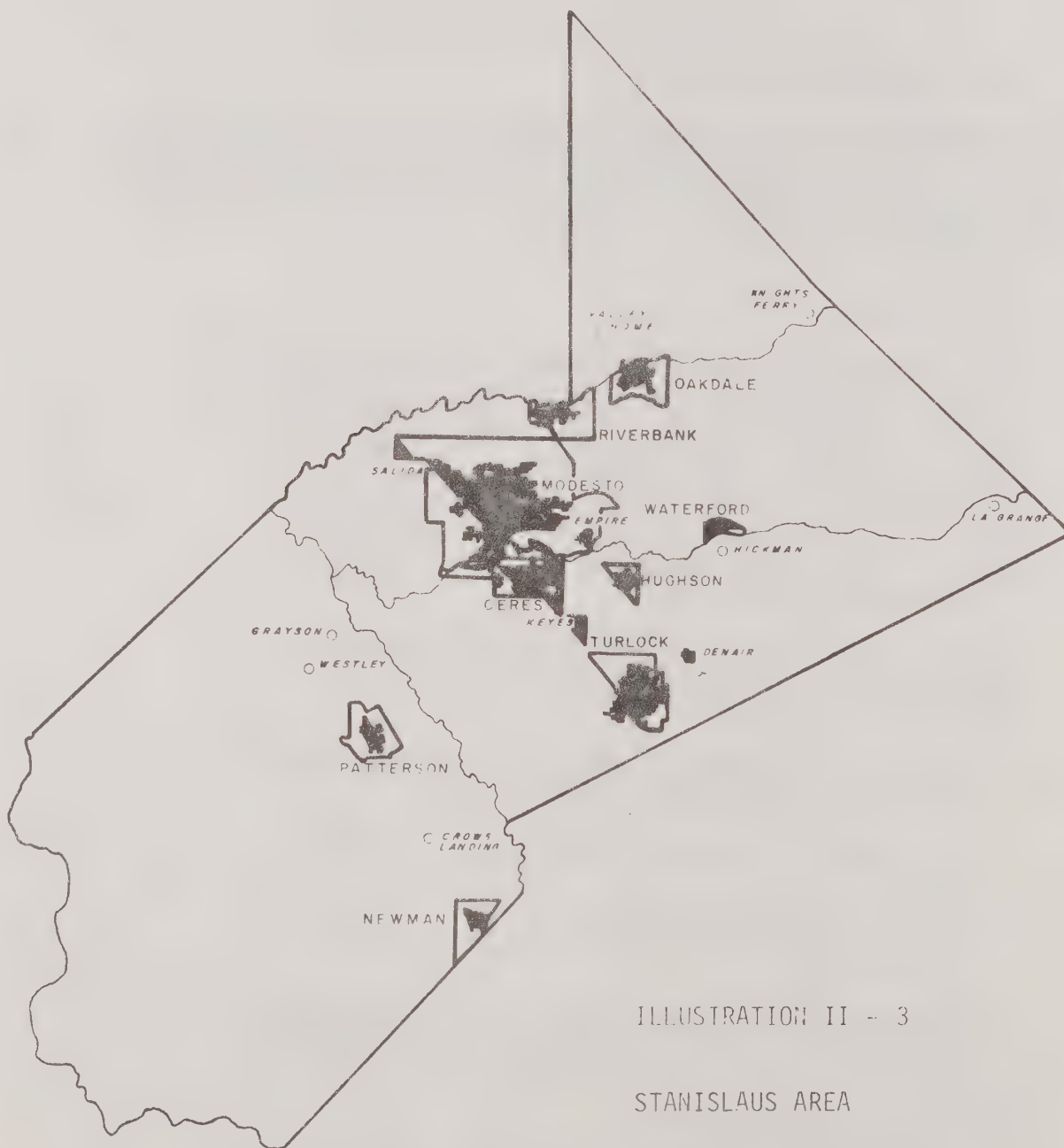


ILLUSTRATION II - 3

STANISLAUS AREA

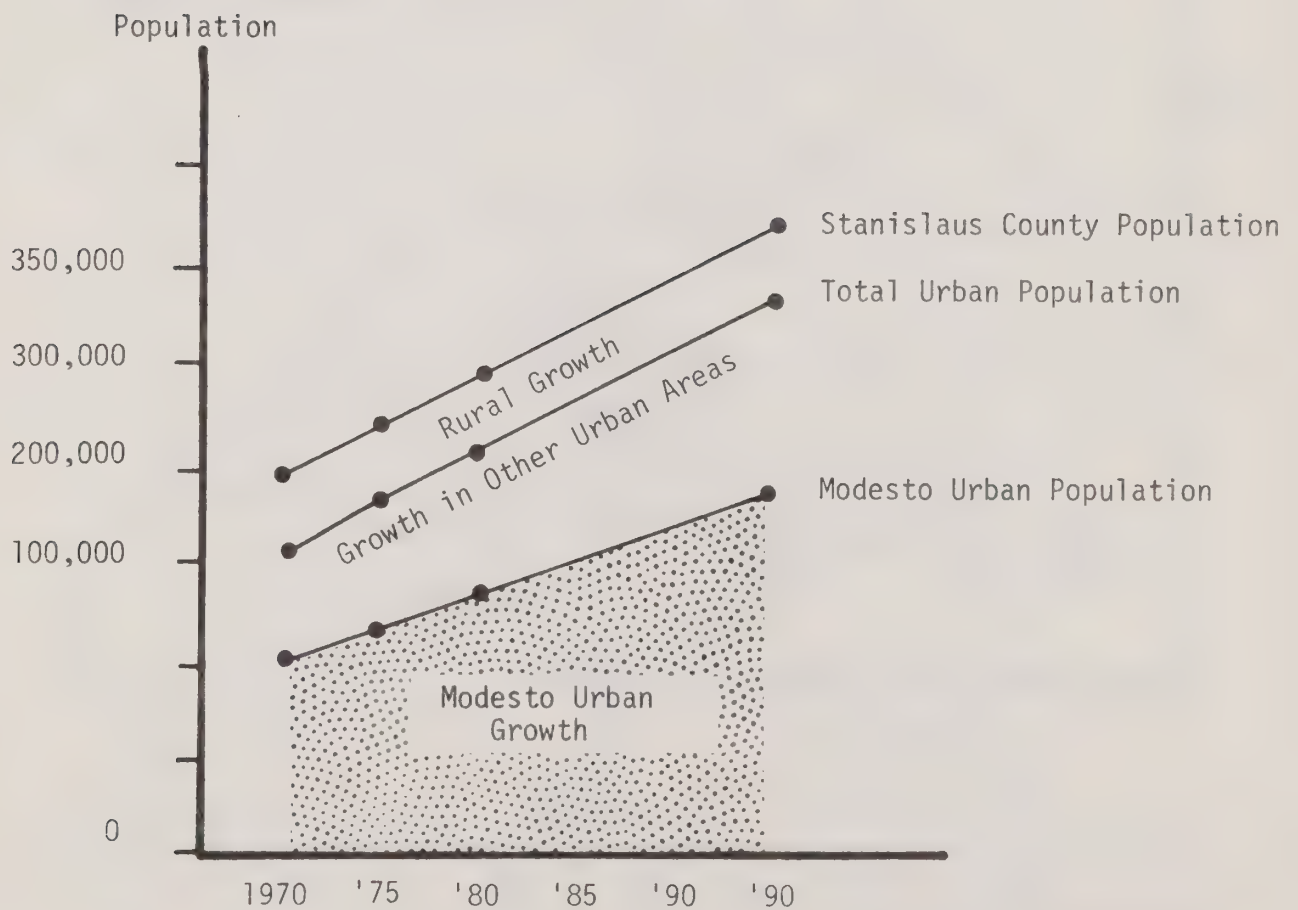
TRANSPORTATION STUDY

URBAN AREAS

Prepared By: Stanislaus Area
Association of Governments
1973

ILLUSTRATION II - 4

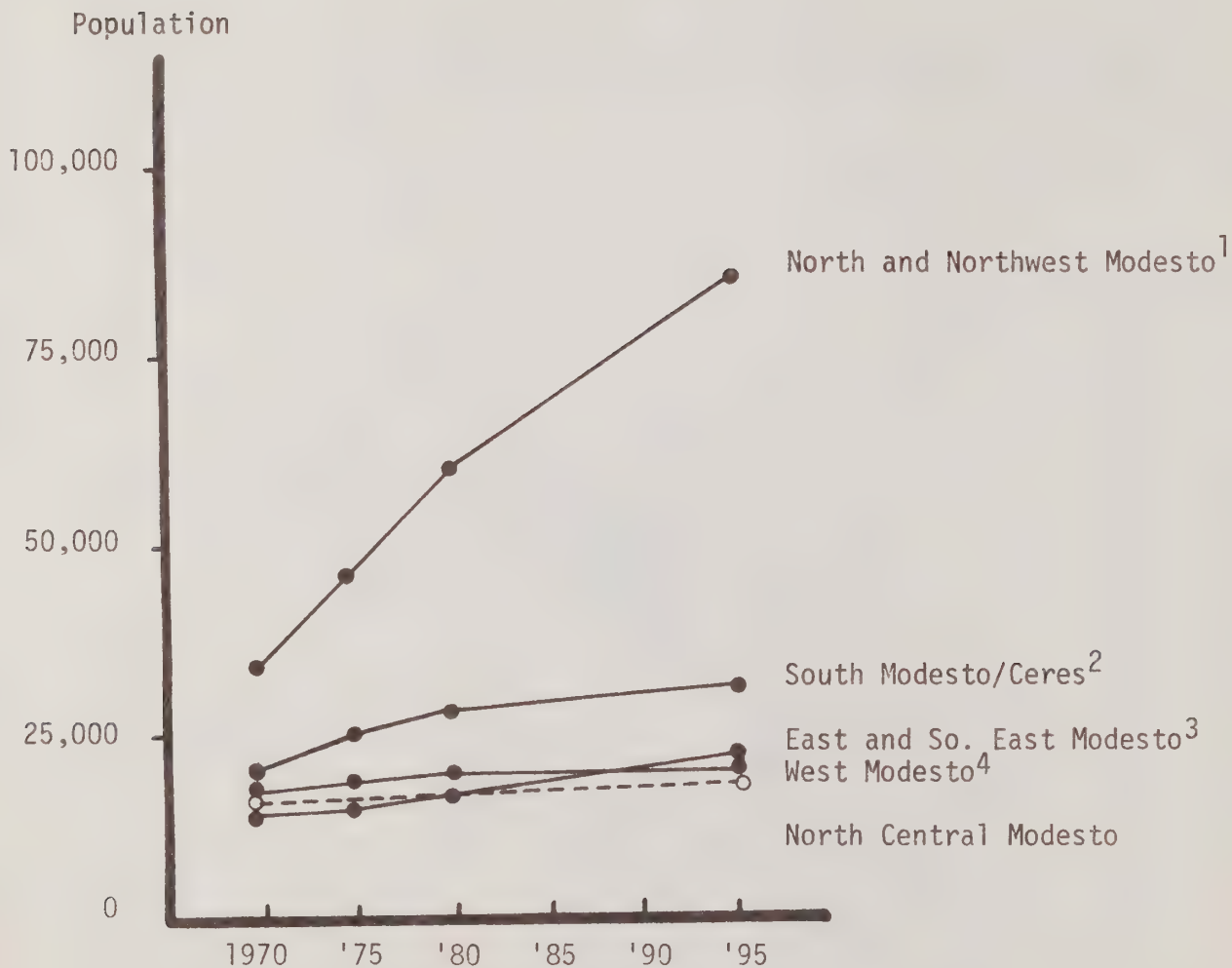
STANISLAUS COUNTY POPULATION PROJECTIONS, 1970-1995



Source: Stanislaus Area Transportation Study, Population Projections

ILLUSTRATION II - 5

MODESTO-CERES URBAN AREA POPULATION PROJECTIONS



1. North and Northeast Modesto: CT's 8.01, 8.02, 8.03, 9.01, 9.02, 9.03, 10.
2. South Modesto/Ceres: CT's 23, 24, 25, 26, 27.
3. East and Southeast Modesto: CT's 18, 19, 20, 21.
4. West Modesto: CT's 6, 7, 15, 16, 17, 22.
5. North Central Modesto: CT's 11, 12, 13, 14.

Source: Stanislaus Area Transportation Study, Population Projections

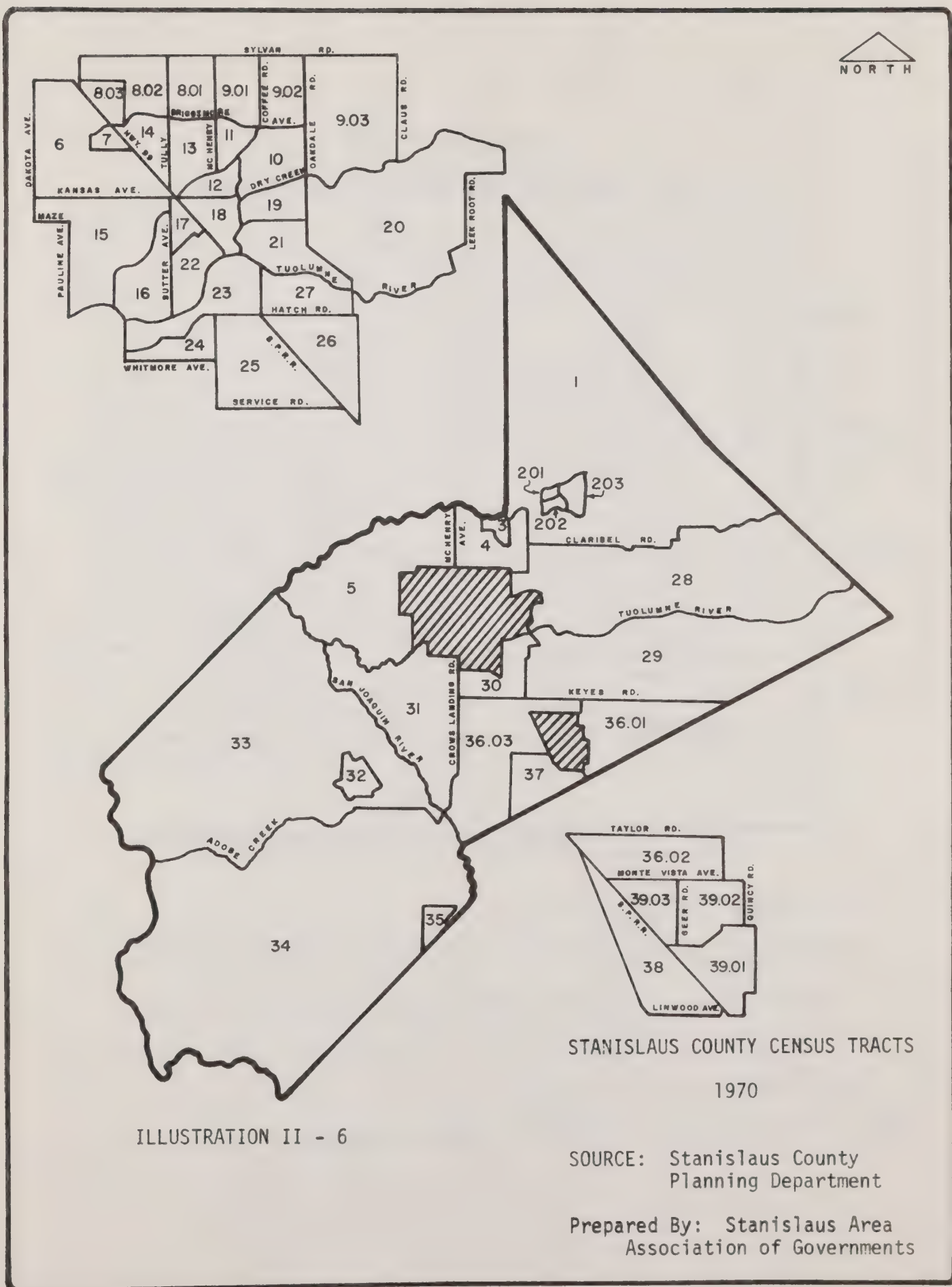


ILLUSTRATION II - 6

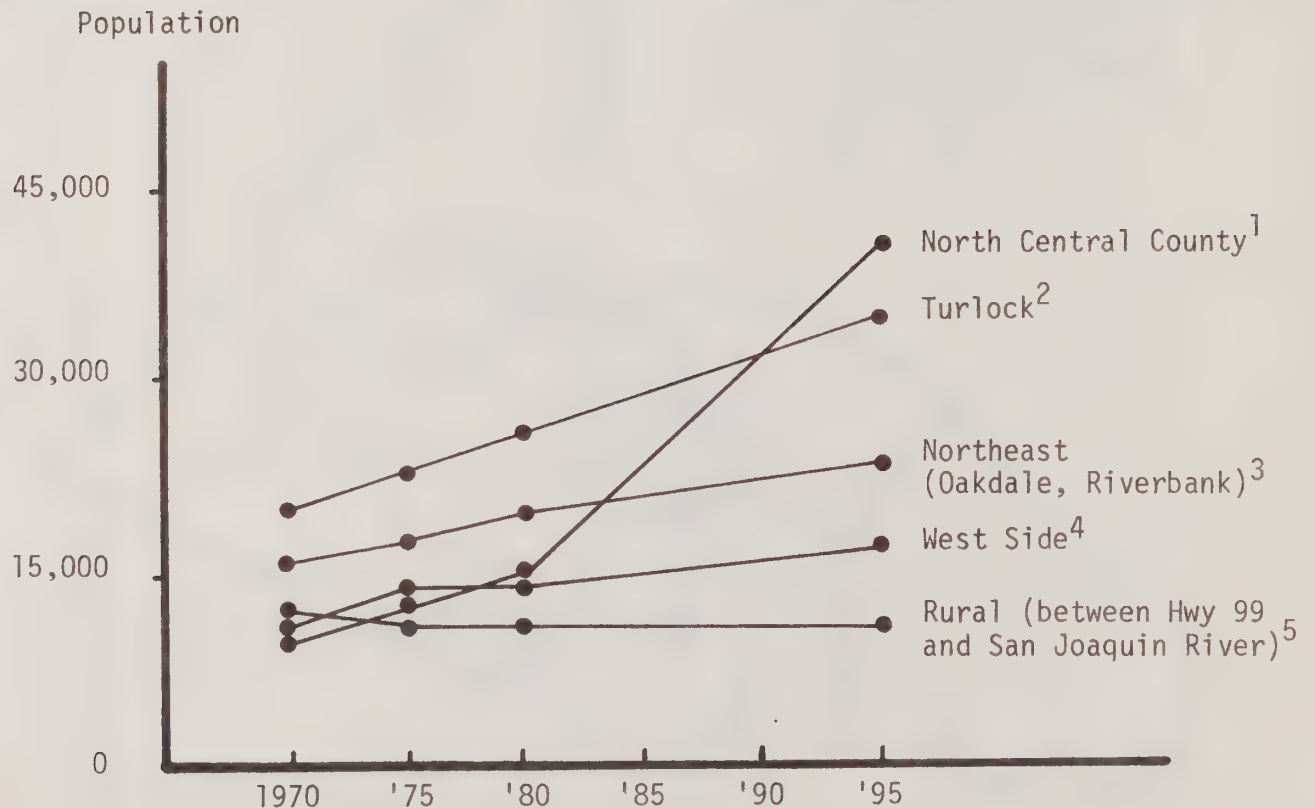
STANISLAUS COUNTY CENSUS TRACTS

1970

SOURCE: Stanislaus County
Planning Department

Prepared By: Stanislaus Area
Association of Governments

ILLUSTRATION II - 7
POPULATION PROJECTIONS FOR SELECTED AREAS, 1970-95



1. North Central County: CT's 4, 5.
2. Turlock: CT's 36.02, 38, 39.01, 39.02, 39.03.
3. Northeast: CT's 1, 2.01, 2.02, 2.03, 3.
4. Westside: CT's 32, 33, 34, 35.
5. Rural Central: CT's 30, 31, 36.03, 37.

Source: Stanislaus Area Transportation Study, Population Projections.

ILLUSTRATION II - 8

STANISLAUS COUNTY AGE GROUPINGS

Age	1970		1980	
	#	%	#	%
0 - 4	16,795	8.6	24,300	10.0
5 - 9	19,436	10.0	22,400	9.2
10 - 14	20,368	10.5	19,900	8.2
15 - 19	18,603	9.6	20,400	8.4
20 - 24	14,284	7.3	30,000	8.3
25 - 34	23,686	12.2	37,400	15.4
35 - 44	21,519	11.1	27,900	11.5
45 - 54	21,930	11.3	22,500	9.3
55 - 59	9,735	5.0	11,300	4.7
60 - 64	8,154	4.2	10,100	4.2
65 - +	19,996	10.3	26,100	10.8
TOTAL	194,506	100.0	242,300	100.0
Source: 1970 U.S. Census, State Dept. of Finance				

ILLUSTRATION II - 9

STANISLAUS COUNTY HOUSEHOLD SIZES IN 1960 AND 1970

	1960	1970
Population Per Housing Unit	3.03	2.97
Population Per Occupies Housing Unit	3.28	3.13
Household Members per Household Head	3.19	3.09
Source: U.S. Census, 1960, 1970.		

declining in this county (See Illustration II-9), this indicates the need for new housing will accelerate. Well over half of this age group are renters, so the demand will be mostly for new rental units.

The number of county residents aged 60 or over will increase by 8,000. Because the elderly have special health care and transportation needs, there will be a great need for units designed (and located) with the needs of senior citizens in mind. In 1970, the elderly tended to live in the older residential areas of the cities, near the central business districts, and in areas offering lower priced dwellings.

D. HOUSING MARKET CHARACTERISTICS

The composition of Stanislaus County's housing stock and the mixture of new units being produced reflect the population's changing social and economic characteristics. The labor force is now more mobile, households are smaller, and the cost of homeownership has increased relative to the cost of renting. These and other traits have induced a marked increase in the construction of multiple family units and the use of mobile homes. In the following, an effort is made to describe the current composition of the housing inventory, and the changes which have and are expected to occur in its composition. Significant variances in the housing situations of different groups and areas will also be noted.

In the housing marketplace, the factor which most influences the quality, quantity, and location of available units is the consumers ability to pay. Higher income consumers have more choices open to them as to where and how they will live. Because the population's income characteristics are the most important factor influencing the composition of the housing stock, they will be discussed first.

1. Income Characteristics

The median family income in Stanislaus County rose almost 66% between 1959 and 1969 (See Illustration II-10). The national Consumer Price Index for all items rose just 31% during this same period. It would appear that local incomes are outpacing the national rate of inflation, but this is true only if attention is focused on the averages. The sharp rise in the median family income was due more to the dramatic increase in upper income families (earning \$10,000 or more) than to the reduction in lower income families and individuals (with incomes under \$7,000).

As Illustration II-11 indicates, incomes vary greatly among Stanislaus County households. The age, race,

ILLUSTRATION II - 10

STANISLAUS COUNTY FAMILY INCOMES, 1959 AND 1969

<u>Family Incomes</u>	1959		1969	
	<u># of Families</u>	<u>% of Total</u>	<u># of Families</u>	<u>% of Total</u>
\$ 0 - 2,999	9,933	24.5	5,672	11.2
\$ 3,000 - 6,999	18,466	45.6	13,669	27.0
\$ 7,000 - 9,999	7,327	18.1	10,211	20.1
\$10,000 - 14,999	3,246	8.0	12,670	25.0
\$15,000 - plus	1,506	3.7	8,487	16.7
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL	40,478	100.0	50,709	100.0
Median Family Income	\$5,260		\$8,725	

Source: U.S. Census, 1960, 1970

ILLUSTRATION II - 11

HOUSEHOLDS BY TYPE, AGE OF HEAD, RACE OF HEAD, AND MEDIAN INCOME

	<u>Total Occupied</u>	<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Negro Occupied</u>	<u>Mexican/Amer. Occupied</u>
Husband/Wife Family					
Under 30 yrs. old					
Households	7,903	2,897	5,096	58	1,141
Median Income	\$ 8,094	9,924	7,221	8,999	6,758
30-44 yrs. old					
Households	13,347	9,356	3,991	89	1,678
Median Income	\$11,312	12,348	8,502	7,371	8,741
45-64 yrs. old					
Households	16,207	13,107	3,100	73	1,318
Median Income	\$10,515	11,497	7,166	5,984	9,443
65 yrs. & over					
Households	6,221	5,205	1,016	36	344
Median Income	\$ 3,955	4,097	3,360	3,461	3,482
Other Family					
Households	6,846	3,528	3,318	139	865
Median Income	\$ 4,991	6,646	4,007	4,513	4,650
Primary Individual					
Households	11,576	5,500	6,076	138	647
Median Income	\$ 3,389	3,413	3,369	4,539	3,356

Source: Census Service Facility, SAT IV-23, Modesto, California

and sex of the breadwinner all influence the household's economic circumstances. Significant variances include the following:

- . Families in which the household head is approaching middle age tend to have higher incomes.
- . Single persons and senior citizens tend to have the lowest incomes.
- . Households with higher incomes (thus an opportunity to buy) tend to be homeowners.
- . Minority families tend to have significantly lower incomes.
- . Elderly families have low incomes but the highest frequency of home ownership, suggesting that their homes are paid for.
- . Households headed by women (73% of the Other Family category) have very low incomes.

2. Dwelling Types

Throughout Stanislaus County the typical dwelling unit has been and still is the conventional, single-family home. As Illustration II-12 points out, single-family units comprised over 92% of the housing stock in 1960 and in 1970 they still represented more than 83% of all units. This situation is rapidly changing, however, and by 1980 they should represent less the 3/4 of the county's housing stock.

The trend is not so much away from the conventional, single-family unit as it is toward the multiple-family unit and the mobile home. Between 1960 and 1970 the net gain in single-family units was just 13.4% while multiple units increased by 148%. The principal reasons for this trend seem to be for the economic and mobility advantages offered by rental units and mobile homes.

Many individuals and families are not inclined to purchase a home because of the costs involved and the restrictions it places on their mobility to other job markets. According to the Department of Commerce, the cost of homeownership rose almost 49% during the 1960's but the cost of renting a dwelling rose only 20%. In addition to the cost of owning, those households which anticipate moving to another job market within two or three years are very conscious of the high costs associated with the purchase of a home.

In addition, many potential buyers have insufficient incomes and cannot qualify for a home loan. They must

ILLUSTRATION II - 12

NUMBER AND PERCENT OF TOTAL DWELLING UNITS BY TYPE OF STRUCTURE

	<u>1960</u>		<u>1970</u>		<u>Net Increase</u>		<u>% Incr. by Structure Type 60-70</u>
	<u>Units</u>	<u>%</u>	<u>Units</u>	<u>%</u>	<u>Units</u>	<u>%</u>	
TOTAL DWELLING UNITS	51,834	100.0	65,137	100.0	13,303	100.0	25.7
SINGLE FAMILY	47,976	92.6	54,414	83.5	6,438	48.4	13.4
MULTIPLE	2,779	5.4	8,081	12.4	5,302	39.9	190.8
MOBILE HOMES	1,063	2.1	2,637	4.0	574	11.8	148.0

Source: U.S. Census, 1960, 1970

either rent or purchase a mobile home. This contention is supported by the fact that husband and wife families in which the head is under 30 years old (64.5%), single persons (52.5%), and families with only one parent present (48.5%), rent with greater frequency than the average household in this county (only 36.4% of all households are renters). Also, the 1969 median income of those who rent mobile homes was lower than the median for all renters (\$3,800 vs \$5,500). The median for owners of mobile homes was lower than the median income for all owners (\$5,500 vs \$9,200).

According to the Stanislaus Area Transportation Study this trend toward multiple units and mobile homes will remain strong for the foreseeable future (See Illustration II-13). Between 1970 and 1980 this county's housing stock will increase by approximately 10,330 multiple units and mobile homes (an 82% increase) and 11,660 single family units (a 21% increase). Most of these units will be constructed in the Modesto, Ceres, and Turlock Urban Areas (88% of the homes). The Modesto Urban Area is projected to receive over 71% of all dwellings that will be built in Stanislaus County during the 1970's.

The following map (Illustration II-16), shows that within these rapidly growing urban areas almost all the new development has taken place on the north and east sides of each city. In Modesto, the stock of units in Census Tracts 8-10 is projected to increase by over 100% between 1970 and 1980, but West Modesto (CT's 15, 16, 17, and 22) will increase its stock by less than 10%, and South Modesto (CT's 23, 24) will gain only 2%. Likewise, the areas to the north and east of the Southern Pacific Railroad tracks in Ceres and Turlock are expected to continue to grow at a much faster rate than the areas to the south and west of those tracks. In Ceres the housing stock increases will be 68% (CT's 26, 27) versus 23% southwest of the "tracks". In Turlock the increase will be 47% (CT's 36.02, 39) versus less than 10%. This growth away from the older areas of these cities will be discussed in more depth later as it relates to the deterioration of the older residential areas.

3. Occupancy and Values

In 1970, a majority of both owner occupied units (92.6%) and renter occupied units (69.5%) were single family dwellings. This was primarily due to the fact that there were few alternatives available. Over 83% of all units in the county were single family dwellings.

In Modesto, however, where more multiple units were available, barely half of all renting households lived in single family units, but a higher percentage of owners

HOUSING UNIT PROJECTIONS

URBAN AREAS		Ceres		Hughson		Modesto		Newman		Oakdale		Patterson		Riverbank		Turlock		Waterford		URBAN AREAS TOTAL		Balance of County		COUNTY TOTAL							
1970	SINGLE	2,220	2,220	720	80	29,070	7,240	920	200	2,400	3,060	1,370	270	1,670	5,190	710	43,940	11,105	55,045	12,604	67,649	61,316	17,190	78,506	66,604	22,935	89,539	81,552	41,509	123,061	
	MULTIPLE	600	800	36,310	33,210	975	2,568	1,129	1,803	6,043	760	2,417	84	844	43,420	915	3,221	1,492	4,713	1,035	51,920	14,960	294	1,062	36,960	915	3,221	1,492	4,713	1,035	51,920
	TOTAL	2,820	800	36,310	33,210	975	2,568	1,129	1,803	6,043	760	2,417	84	844	43,420	915	3,221	1,492	4,713	1,035	51,920	14,960	294	1,062	36,960	915	3,221	1,492	4,713	1,035	51,920
1975	SINGLE	2,941	820	33,210	10,210	2,340	3,340	1,519	1,238	1,955	2,765	1,27	953	77,126	21,598	11,076	66,604	22,935	89,539	11,030	1,378	11,408	110,653	40,131	1,378	11,408	110,653	40,131	1,378	11,408	
	MULTIPLE	820	100	36,310	915	3,221	1,492	4,713	1,035	51,920	14,960	294	1,062	36,960	915	3,221	1,492	4,713	1,035	51,920	14,960	294	1,062	36,960	915	3,221	1,492	4,713	1,035	51,920	
	TOTAL	3,761	920	36,310	10,210	2,340	3,340	1,519	1,238	1,955	2,765	1,27	953	77,126	21,598	11,076	66,604	22,935	89,539	11,030	1,378	11,408	110,653	40,131	1,378	11,408	110,653	40,131	1,378	11,408	
1995	SINGLE	4,227	2,160	46,670	1,230	1,80	76,790	1,755	454	1,301	3,461	1,630	2,478	809	4,044	273	40,131	70,522	81,552	11,030	1,378	12,408	110,653	40,131	1,378	12,408	110,653	40,131	1,378	12,408	
	MULTIPLE	4,227	2,160	46,670	1,230	1,80	76,790	1,755	454	1,301	3,461	1,630	2,478	809	4,044	273	40,131	70,522	81,552	11,030	1,378	12,408	110,653	40,131	1,378	12,408	110,653	40,131	1,378	12,408	
	TOTAL	8,454	4,320	93,340	2,460	3,600	153,580	3,500	908	2,705	7,920	3,260	4,952	1,287	8,088	546	80,262	141,042	163,104	22,060	2,756	24,816	221,306	80,262	2,756	24,816	221,306	80,262	2,756	24,816	

SOURCE: Stanislaus Area Transportation Study, Housing Projections

(97.7%) lived in single family units. Between 1970 and 1980 the number of multiple units and mobile homes in the Modesto, Ceres, and Turlock Urban Areas will increase by over 9,500 units (an increase of 98%). By 1980, it is likely that most renters will occupy multiple units in these urban areas.

The lowest vacancy rate in 1970 was among mobile homes. Vacancies were highest among multiple units (11.3%) and lower for single family units (4.0%). Generally speaking, the vacancies tended to occur in higher priced homes and multiple units, but there were significant variances.

In looking more closely at the median contract rents for both occupied and vacant units in selected census tracts, it is revealed that the vacant units were higher priced than the occupied units in the newer neighborhoods, but that the vacant rental units were generally lower priced in the older, deteriorated neighborhoods. Illustration II-15 reveals this variance for selected newly developed and older census tracts.

Closer analysis of the median contract rents for occupied and vacant rental units were not always higher priced. In more recently developed areas the vacant units had the higher rents, but in the census tracts which contained higher percentages of deteriorating and dilapidated units according to the 1960 U.S. Census, the vacant units were significantly lower priced than the occupied rental units. It can be assumed that these vacant, lower priced units were less desirable because of their condition, and that the consumers preferred to pay a bit more for an adequate unit.

As single family units age, there appears to be a tendency to convert them into rental units. According to the 1970 Census, only 17.3% of the single family units built during the 1960's were renter occupied, but 39.2% of those built in the 1940's, and 40.9% of those built before 1940 were being used as rentals in 1970.

According to the 1970 U.S. Census, rental units constituted a larger percentage of older units than they did of the entire stock of housing units. While just 36.4% of all occupied units were rentals, 45.5% of all units built before 1940 and 43.5% of the units built in the 1940's were renter occupied.

These older units also represented a majority of the lower priced rentals. Units built before 1950 represented 72.7% of all rentals with a gross rent of under \$80.00 and 65.3% of those priced from \$80.00 to \$99.00 per month. It is because of these lower prices that families and individuals with lower incomes tend to live in older units.

ILLUSTRATION II - 14

OCCUPANCY BY TYPE OF STRUCTURE IN 1970

		<u>Total</u>	<u>Single Family</u>	<u>Multiple</u>	<u>Mobile Homes</u>
Total Units	#	65,137	54,414	8,081	2,637
	%	100.0	100.0	100.0	100.0
Owner Occupied	%	60.6	67.2	8.7	83.5
Renter Occupied		34.7	28.8	80.0	16.5
Vacant		4.7	4.0	11.3	0.0

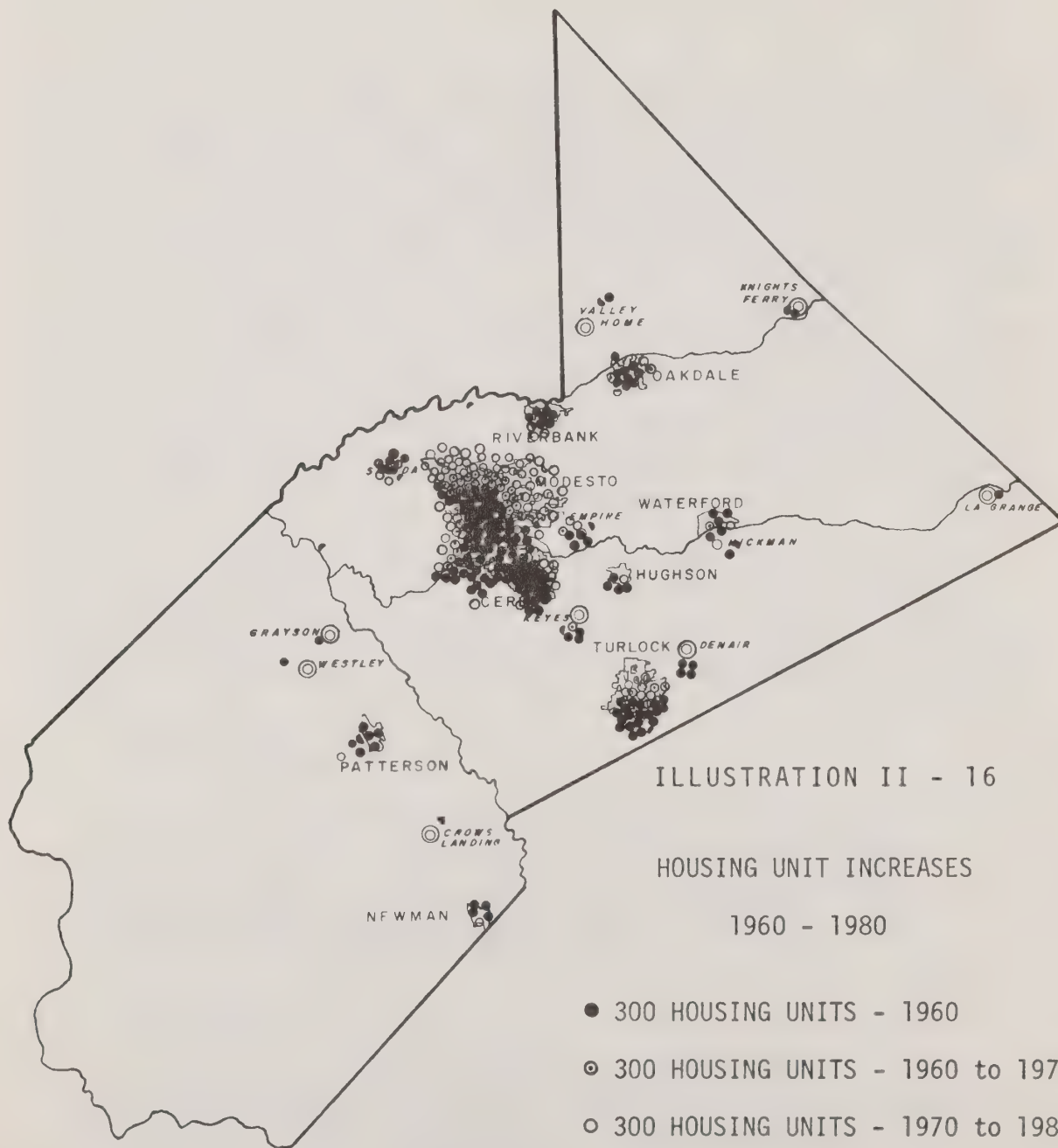
Source: 1970 U.S. Census

ILLUSTRATION II - 15

MEDIAN CONTRACTS RENTS IN VACANT AND OCCUPIED UNITS FOR SELECTED CENSUS TRACTS IN 1970

	<u>Newer Areas</u>				<u>Deteriorating Areas</u>			
Median Contract Rents	2.01	8.02	13	39.02	2.03	17	21	39.01
Occupied Units	\$84	154	124	107	68	64	70	86
Vacant Units	\$108	163	139	135	54	51	62	78

Source: 1970 U.S. Census



Source: US Census, 1960; Stanislaus Area
Transportation Study

CONFLICTS AND ISSUES

A. INTRODUCTION

In Stanislaus County, public officials, businessmen, and civic groups have repeatedly voiced concern over a wide variety of housing-related issues. The individual matters of concern and the factors contributing to their occurrence have been diverse and on the surface may not stand out as being inter-related, but they are. They are all related because they have an impact on the community's homeowners and residents and therefore affect the quality of housing and the living environment.

There are a variety of ways to view the community's housing situation and needs, but the stated purpose of a housing element is "a decent home and a suitable living environment" for all. Therefore, for the purposes of this study, a house will be viewed as a building for human beings to live in. It will be thought of as intended for habitation, not as just a structure or an investment property, although these aspects must necessarily be considered.

Within this context--of the house as a dwelling--the many issues raised in recent years appear separable into three principals and somewhat distinct areas of concern. These areas overlap to some extent and even influence one another, but still warrant being studied and discussed separately. The areas to be discussed in this section are:

1. Residential Deterioration

This is the most serious area of concern with which the community must deal. Deterioration and blight adversely affect the health, safety, and welfare of the citizenry, and the economic vitality of the entire community. Every citizen, either directly or indirectly, pays for the existence of deterioration and blight.

2. Housing Costs

In recent years the cost of both new dwelling construction and housing in general has aroused increased concern. Lower and moderate income families are the most hard put to find decent housing at a reasonable price, but in the past year many intermediate and middle income families have also found it difficult to find a home adequate to their needs and within their budget.

3. Residential Environment

The quality of the residential environment, including the availability of services and amenities, is the third

principal area of concern normally mentioned. The degree of concern given to this area is largely dependent on whether the first two are significant problem areas because they are more immediate concerns.

These three areas of concern encompass a variety of more specific concerns, most of which local governments recognize as needing attention. However, before truly effective actions can be taken, both public and private decision makers must better understand their community's housing needs and problems. The purpose of this section is to assist in that task by analyzing each of the major areas of concern.

A better understanding of the community's housing concerns and needs will not only reveal the interrelationships between the various housing needs and the factors which cause them; it will reveal that current and future actions to improve housing conditions can have both good and bad effects and decision makers will have to decide on the trade-offs they may have to make in their attempts to improve the housing situation. These determinations will strongly influence decisions on what courses of action should be followed.

B. RESIDENTIAL DETERIORATION

Unlike other less visible housing problems, deterioration of the community's stock of adequate and available housing and the spread of blight have long been subjects of local concern. More recently, the adverse effect of deterioration and blight on the community's supply of low cost housing has heightened this concern. Public and private committees and organizations have studied and discussed these problems on numerous occasions and frequently expressed dismay over both the situations themselves and the social and economic problems they foster.

In the last decade and a half, several groups have developed proposals aimed at curbing deterioration and alleviating the problems it causes. Few of these proposals have, however, been implemented.

The problems these proposals were oriented toward still exist. Many are more acute. The need for action has increased. The question is no longer whether some action should be taken; it is, rather, which actions can most effectively help alleviate the problem and how they can best be implemented.

Stanislaus County took an important first step when it adopted the Phase I Housing Element in 1970. The housing goals contained therein indicated a realization that local government must take active responsibility to see that the spread of deterioration and blight is retarded and the current stock of lower cost housing is conserved. The following adopted housing goals indicate the areas of concern needing local government attention:

- . Adequate housing for all ethnic and income groups throughout Stanislaus County.
- . Insure that existing health codes are enforced and coordinated between all government levels.
- . Coordinate city and county enforcement programs so substandard dwelling units will be removed or rehabilitated.
- . Promote clean-up and paint-up programs for specific neighborhoods throughout the County.
- . Investigate and establish a uniform occupancy permit procedure for the entire County.
- . Insure all dwelling units as being structurally sound and provided with adequate sanitary facilities.
- . Insure uniform enforcement and coordination of the existing city and county ordinances relative to dumping, outdoor storage of junk, and sanitation.
- . Provide opportunities for citizens to devote their own labors as part of the cost of housing.

These goals offer an initial framework within which the County and other local governments can establish their priorities for curbing deterioration and conserving their housing stock. To insure an effective and efficient program of action is developed, the separate governments and agencies should coordinate their individual programs and goals.

Before the County can develop its plan of action, it is necessary to determine the extent of deterioration, understand the process which causes and perpetuates it, and ascertain which resources and methods are available to ameliorate the problem.

1. The Effects of Deterioration

Residential deterioration is so physically evident (and localized) that many observers mistakenly believe it affects only those living in a substandard unit or residing in a blighted area. This notion is incorrect. Residential deterioration either directly or indirectly affects every level and member of the community: residents, property owners, investors, the neighborhood, and the community-at-large.

- (a) Residents: Naturally those residing in a substandard dwelling or blighted neighborhood feel the effects most directly. Both their physical and mental health and well-being are menaced by the dwelling and environment.
- (b) Property Owners: The spread of blight adversely affects their property values. Owners in such an area become disinclined to make improvements in their property or

even maintain it adequately. Property insurance rates rise in these "high risk" areas. Home improvement loans become increasingly difficult to secure, and lending institutions resist taking second mortgages in such an area.

- (c) Investors: The existence of residential blight dissuades investors from committing funds in such an area when their capital can be more safely and profitably employed elsewhere. Blight and lack of residential and commercial development eventually lend weight to the belief that the area lacks vitality. Once the belief is established that an area is undesirable for residential and commercial purposes, only forceful, positive action can improve the area's image and reverse the process of deterioration.
- (d) Low Cost Housing: Until the late 1960's, the effect of deterioration on the community's stock of available and adequate low cost housing was little noted. Since then, the demand for such housing has increasingly exceeded the available supply in Stanislaus County. Private industry has produced virtually no truly low or moderate priced housing in recent years, and many existing units have been lost through deterioration. Because of these losses and the lack of replacements, the supply of standard low and moderate priced dwellings is dwindling in relation to the demand for such units.

Outside of the relatively few units of government assisted housing in Stanislaus County, lower income households normally either spend an excessive portion of their income for housing, or seek the available older, low cost housing -- much of which is substandard and inadequate for their needs. In many instances they must do both. If the present stock of dwellings is allowed to continue to deteriorate, this situation can only worsen.

- (e) Community-at-Large: Blighted areas require more in public services (fire, police, health, welfare) than they return in tax revenues. This drain on public revenues is felt by all taxpayers. It can also slow the growth of the community itself.

When much of the community is blighted, its desirability and vitality are damaged. The community will experience difficulty in attracting the businesses, developers, and residents it desires. This is true of neighborhoods, towns, and cities.

Keyes, Grayson, and South Modesto are areas being affected by blight. Development in the Modesto

area during the last decade has very noticeably not taken place in West Modesto.

Riverbank, once badly blighted, still experiences difficulty in attracting new businesses and in securing financing for middle and higher priced housing developments.

Primarily, because of its adverse affect on the people, and secondly, because of its affect on the community-at-large, local government and the citizenry need to commit their efforts and resources to the curbing of residential deterioration.

2. Deterioration in Stanislaus County

The identification and analysis of substandard housing in the County is a necessary and useful step toward understanding the nature and cause of the problem and how it should be dealt with. The problem's extensiveness suggests where correct measure might best be employed and the resources which will be needed. The location of deteriorated dwellings and their tenure is useful in determining jurisdictional responsibility and the causes of the deterioration.

Reasonably accurate data on deteriorated housing is available for the periods 1959-1960 and 1973. Just prior to the 1960 U.S. Census, the Stanislaus Cities-County Advisory Planning Committee (SCCAPC) inventoried and appraised blight in the Stanislaus urban areas. Both this committee's reports and the U.S. Census provide extensive information on the extent and location of residential blight in the County at that time.

In the summer of 1972, SAAG conducted a Land Use Survey which provides more current (but less complete) data on area housing conditions. Data from this 1972 survey and from the 1960 U.S. Census on the number of substandard housing units in the County and within selected urban areas is presented in Illustration III-1. Appendix A contains maps of these areas which show where substandard units were concentrated in 1959 and 1972 (according to SCCAPA and SAAG surveys).

Each of these sources (SCCAPC, U.S. Census, SAAG) identified two or more grades of "substandardness" among dwellings which were not "sound" or "standard". They did not employ the same definitions of what constitutes a dwelling of greater or lesser substandardness, but the basic criteria used by each were very similar. They could be synthesized as follows:

- . Sound or standard housing has no structural or maintenance defects, or only slight defects which can be corrected through normal maintenance.

- . Deteriorating units requiring rehabilitation. These have structural failings and suffer from obvious neglect of maintenance. More than routine maintenance and repair will be required if the unit is to continue to provide safe and adequate shelter.
- . Dilapidated units having serious structural defects. These units do not provide safe or adequate shelter. Rehabilitation appears impractical.

Illustration III-1 summarizes the extent to which the housing stock in Stanislaus County and certain of its urban areas was substandard in 1960 and 1972. Substandard includes both deteriorating and dilapidated dwellings.

Unfortunately, because data on conditions in the Modesto urban area are not available, a full comparison between the two periods is not now possible. Other observations are, however, possible from this data:

- . Only four of these urban areas experienced an increase in the absolute number of substandard dwellings between 1960 and 1972 (Ceres, Oakdale, Riverbank, Turlock). Demolitions have been a factor where there are now fewer substandard units.
- . Each urban area now has a smaller proportion of its total housing stock in substandard condition. The increase in total units has resulted in a drop in the percentage which are substandard.
- . The urban areas as a group (with Modesto excluded) experienced a slight (9.4%) decrease in the number of substandard units between 1960 and 1972, but a significant (37.3%) increase in their total housing stock.
- . The four urban areas which now have more substandard units (Ceres, Oakdale, Riverbank, Turlock) experienced an above average increase in total housing units (up 44.6%).
- . It can be inferred that the Modesto urban area also has more substandard units now than it had in 1960, but they represent less of the total housing stock due to the increase in housing units.

The maps in Appendix A depict areas where substandard dwellings were concentrated in 1960 and 1972. Most of the areas which were substandard in 1960 are still predominately substandard. Some have been abated, but most have not.

Of the 9,205 units determined to be substandard by the 1960 U.S. Census, more were in the unincorporated urban areas (46.3%) than were in the cities (33.0%). The rural areas of the County accounted for 20.7% of all substandard dwellings even though only 10.9% of all housing units were located there.

ILLUSTRATION III - 1

COUNTS AND PERCENTAGES OF SUBSTANDARD HOUSING IN 1970 AND 1972¹

AREAS	1960 U.S. Census SUBSTANDARD TOTAL			1972 Land Use Survey SUBSTANDARD TOTAL		
	Units	% of Total	Housing Units	Units	% of Total	Housing Units
Stanislaus County	9,205	17.7	51,834	N/A	N/A	N/A
Selected Urban Areas ²						
Ceres	436	13.4	3,256	522	12.7	4,119
Hughson	136	21.0	647	93	11.2	828
Modesto	3,555	16.4	25,191			
Newman	278	30.7	904	179	17.5	1,022
Oakdale	273	11.8	2,305	339	11.8	2,872
Patterson	384	32.4	1,182	145	10.5	1,375
Riverbank	317	22.4	1,409	453	22.0	2,064
Turlock	748	16.9	4,425	775	10.5	7,374
Waterford	175	29.9	584	63	8.1	774
Grayson	98	70.0	140	63	46.7	135
Keyes	237	49.9	475	146	26.1	559
Salida	52	12.6	412	52	8.9	585
Urban Areas Total (Minus Modesto)	3,134	19.9	15,739	2,839	13.1	21,680

¹ Substandard units are those classified as deteriorating or dilapidated in the 1960 U.S. Census, or classified as Conditions 3 or 4 in the 1972 SAAG Land Use Survey. See Appendix A for definitions of these classifications.

² Urban areas are based on the following Census Tracts: Ceres 25-27; Modesto 6-24; Newman 35; Oakdale 2; Patterson 32; Riverbank 3; Turlock 38, 39. For Hughson, Waterford, Grayson, Keyes and Salida the urban areas differ slightly between 1960 and 1972. These areas are based on the Enumeration District (in 1960) or the Traffic Zones (in 1972) which encompassed the city or town.

Sources: 1960 U.S. Census of Housing; 1972 SAAG Land Use Survey

The rural areas of the County had the highest percentage of total dwelling units in substandard condition (33.9%). The cities were in the best shape (only 13.9% substandard), and the unincorporated urbanized areas were 17.5% substandard.

Today, the majority of all substandard units are in the County's unincorporated but urbanized areas. The cities (as a group) have approximately doubled their areas of incorporation since 1960, but the more substandard fringe areas have not been annexed. Modesto, Ceres, and Turlock in particular have primarily grown and annexed to the north and east of the "tracks" (Southern Pacific Railroad). The areas to the south and west of the "tracks" have experienced little growth, and pockets of residential blight have not annexed to the cities.

Although these blighted areas are mainly within the County's area of jurisdiction, or are relatively compact and represent a minor segment of most cities, they cause major problems. Curbing deterioration would significantly benefit both the County and the cities.

3. The Process of Residential Deterioration

Residential deterioration is a complex process. The diverse factors which cause and perpetuate this process and the manner in which they interact are not well understood. As a result, most efforts aimed at curbing the spread of deterioration do not address the whole, complex problem. Rather, they focus on several of the problem's more manageable segments.

Any approach which fails to adjust to the complexity of this problem is bound to be relatively inefficient and ineffective. Several pitfalls exist:

- . Efforts too narrowly focused -- not adjusting to the variety of factors which contribute to deterioration -- cannot be fully effective.
- . Some of the factors which contribute substantially to the spread of deterioration are invariably overlooked. Often they partially offset the remedies employed.
- . Lack of a coordinated approach increases the likelihood that factors will be overlooked and resources will be inefficiently utilized.

A comprehensive approach to curbing residential deterioration must be developed. This will require an understanding of the complex process which causes and perpetuates residential deterioration, evaluating whether current approaches are (or can be) effective in curbing this deterioration, and investigating the available, practical resources and remedies. The remedies and resources must then be coordinated and molded into a comprehensive approach.

(a) The Factors Involved. The factors which contribute to the process of residential deterioration can be grouped in five categories. Two primary factors are immediately obvious:

- . The property -- the structure and parcel of land.
- . The owner/occupant -- the homeowner, property owner, tenant.

Although these are the primary factors in the process of deterioration, they are strongly influenced (either positively or negatively by) a variety of factors which are beyond the owner/occupant's immediate control. Effects to curb the process of deterioration must take these secondary (indirect) factors into account if they are to be successful. Failure to take these into account or to provide assistance which may be needed by owners in order to upgrade and maintain their properties will seriously hamper any efforts to curb deterioration.

The indirect factors can be classified under one of the following three headings:

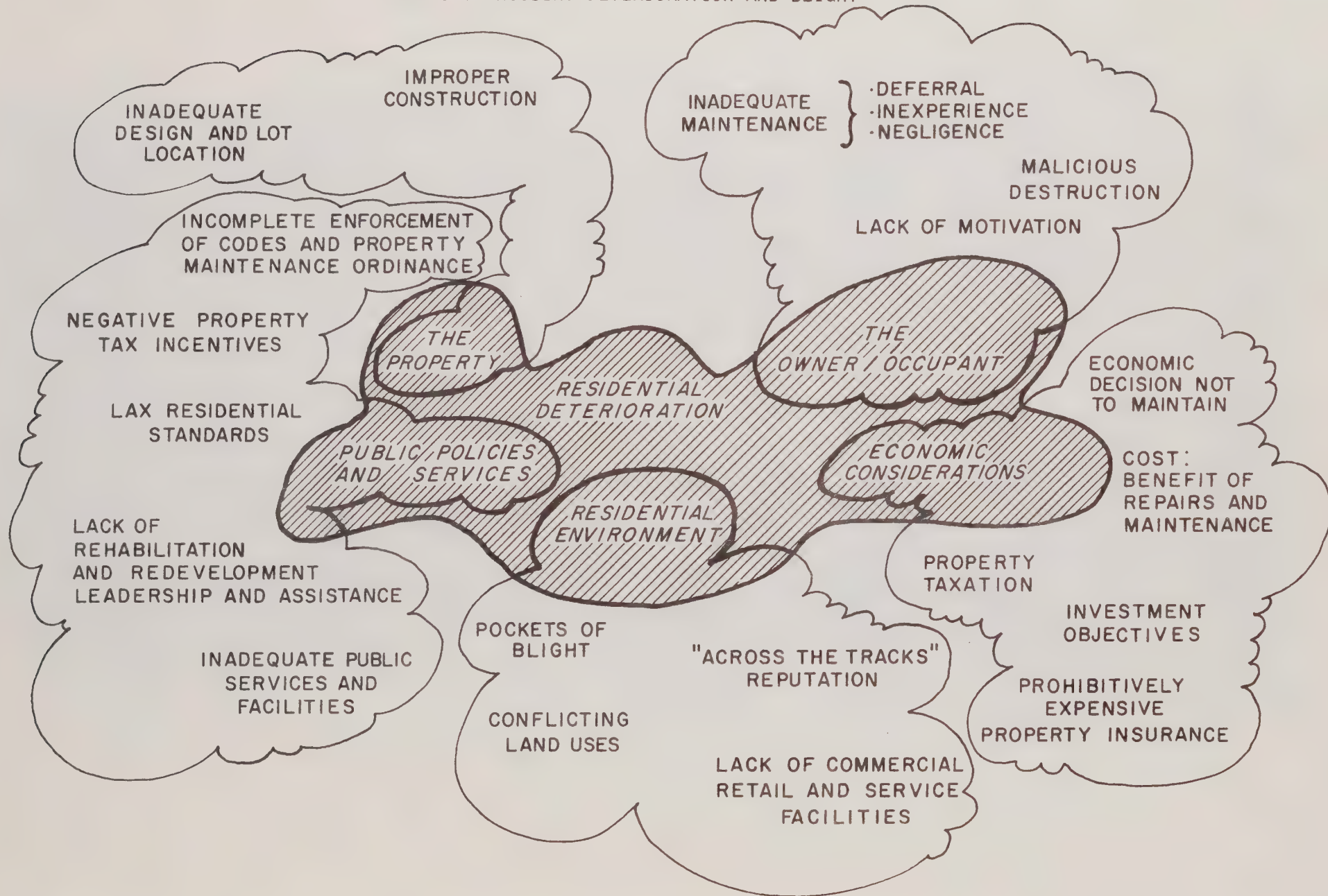
- . Economic circumstances -- the owner's cost-benefit situation; property and income tax influences on maintenance decisions; loan and insurance needs.
- . The residential environment -- the impact of adjacent land uses; availability of needed amenities; the character of the neighborhood.
- . Public policies and services -- enforcement of zoning and property maintenance ordinances; public services and facilities affecting the neighborhood's desirability; public efforts to halt deterioration and curb housing.

These secondary factors influence both the primary factors and each other. Their relative influence is difficult to identify precisely because it varies on a situation by situation basis. Each factor and its influence must, however, be understood before a comprehensive plan can be developed. If they are not understood and adjusted for, the efforts undertaken may be partially offset or even turn out to be counterproductive.

Illustration III-2 depicts many of the factors contributing to the process of deterioration. The shape is amorphous because each factor's influence on deterioration and its relationship to the other factors will change as circumstances change. Remedies will have to vary accordingly.

ILLUSTRATION III - 2

CAUSES OF HOUSING DETERIORATION AND BLIGHT



These factors are discussed on the following pages, as are the current efforts to curb residential deterioration and some approaches which might be useful.

(b) The Property. The structure and parcel of land are both objects which deteriorate and factors in the process. All residential property is subject to deterioration, but some properties deteriorate more rapidly than is necessary or normal. The rate of deterioration is determined by:

- . The quality of the initial construction, location and design.
- . The property's usage and the adequacy of maintenance and repair.

Stanislaus County and its cities are actively engaged in fostering good initial design, location and construction through the enforcement of their adopted zoning regulations, subdivision ordinances, and building codes. These efforts promote sound, adequate housing and decent residential neighborhoods for the future. Unfortunately, many older dwellings were constructed before these safeguards came into effect.

Stanislaus County did not adopt and enforce its building code until 1955. Prior to this date, especially after the Depression and World War II, lower income families who were unable to afford the purchase of a home often constructed their own in the unincorporated areas of the County -- particularly in the County's towns and on the fringes of the cities. Many of these families were unskilled as builders, used the cheapest materials available, little or no solid foundation, and questionable construction techniques. Some of these unregulated dwellings are still in sound condition, but more often they have deteriorated to the point that they are substandard.

Although residential construction is now regulated throughout the County, many units in the County's towns and on the fringes of the cities were built without this supervision. Inadequate construction, water and sewer facilities, streets, public services, and other amenities considered necessary are all problems that residents of these units encounter. These dwellings and units built in these same areas after 1955, but under less exacting requirements than are in effect today, are prime objects of deterioration.

The building code did not regulate the construction of units built before 1955 and generally regulates only the unit's initial construction. The housing code and dangerous structure code regulate standards for existing dwellings. Local government could use them to promote conservation of the community's housing stock and removal of those units unfit for conservation or human habitation.

The Housing Code, however, deals with the property's condition -- not with the causes for its condition. The Building Code, as stated before, can ensure an initially sound dwelling, but only proper care and maintenance of that dwelling can keep it from deteriorating rapidly -- and care and maintenance of the property is the owner/occupant's responsibility.

The owner/occupant's influence is discussed next, followed by the secondary factors which may affect him and his property.

(c) The Owner/Occupant. The principal responsibility for halting a dwelling's deterioration rests with the homeowner, or property owner and tenant. They must provide a continued adequate level of maintenance and repair. Otherwise, even a soundly constructed dwelling of good design and with normal usage will deteriorate more rapidly than is normal or necessary. The reasons an owner/occupant does not provide proper care of a dwelling are many, but the more commonly noted causes are:

- . Deferral of maintenance due to insufficient funds or resources or more pressing concerns is a common reason for gradual deterioration.
- . Inexperience with the full range of dwelling maintenance necessary and when and how to provide it is common among first time homeowners and many less educated or motivated tenants. Many owner/occupants do not even recognize situations which pose an immediate hazard to their health or safety.
- . Conscious neglect of property upkeep by the owner/occupant is a major cause of deterioration -- not because of the number of units involved, but because of the accelerated deterioration it causes and their blighting effect on the neighborhood involved.
- . Malicious destruction of property by tenants is a relatively small, but severe problem encountered by some property owners. Owners with limited property management capabilities, particularly the elderly and owners of a few units, find this a particularly difficult situation to deal with.

Just as these immediate causes of deterioration vary so too must the means employed to halt their effects and promote conservation. The means must be flexible enough to deal with the various causes of deterioration and those in charge of the conservation program must be given the flexibility to select and employ the most appropriate means on a case by case basis.

Some of the means useful in an effective conservation program are:

- . Housing inspections to detect code deficiencies and immediate hazards to occupants.
- . Enforcement of appropriate codes and ordinances where there is a willful neglect of maintenance resulting in hazardous situations and public nuisances.
- . Technical and/or material assistance to those property owners who encounter difficulty in making needed repairs.
- . Public education on the types of home maintenance needed and its benefit and training in how to carry it out. Education of youngsters through the school system could yield significant future benefits in housing conservation.

Each of these means could be employed in a variety of ways depending on the willingness of local governments to commit their resources, the relative effectiveness of various approaches, and the public's support for the particular methods. Regardless of which approach is selected, the efforts must be given both policy level and operational resource support.

In addition, the means employed should be coordinated by a single responsible party and supported countywide, not just on an individual jurisdictional basis. This areawide coordination and support will mean more efficient utilization of resources and a more effective approach to a problem which is not jurisdictional in nature.

In implementing a program of conservation it is necessary to realize that the efforts must be oriented toward not only the immediate causes of deterioration, but toward the root causes as well -- the economic, environmental and governmental considerations which stimulated the immediate causes. These root causes are discussed next.

- (d) Economic Considerations. In many instances the owner of a deteriorating or marginal dwelling will defer or skimp on needed maintenance for reasons which are principally economic. These range all the way from a lower income owner's lack of material and financial resources to a slumlord's willful neglect of maintenance. If the approach to promoting conservation of the dwelling is to be effective, it must adjust to the economic factors which foster deterioration.

Before effective approaches to fostering conservation can be developed, it is necessary to understand the various economic reasons which incline the owner to neglect his responsibility for maintenance. The principal reasons are:

- . Many lower income homeowners lack the needed material and financial resources. Lower income homeowners and property owners (especially the elderly) are on such a limited budget that items not immediately necessary such as property maintenance, must be deferred. When deterioration results in the need for significant repairs, the owner often lacks the materials and the ability to undertake the repairs himself and cannot afford to contract out the job.

Some senior citizens cannot undertake needed maintenance due to age or infirmity, and their limited incomes prevent them from hiring a contractor to do the work.

- . Often these same owners also cannot obtain the materials or work on credit, or under reasonable loan terms. In some instances the owner would voluntarily undertake necessary repairs if time payments or a home improvement loan were available at reasonable rates. Unfortunately, lower income households do not often have these options available to them. Vendors and craftsmen seldom accept time payments, and reputable commercial lenders will not approve loans if the applicant's income is too low, the dwelling too deteriorated, the neighborhood is a high risk area, or if the property is not adequately insured.
- . Apprehension over reassessment and high property taxes discourages some rehabilitation. The County Assessor's Office states, however, that normal deferred maintenance and repairs or replacement of roofs, plumbing, electrical, or heating systems are not normally a basis for reassessing residential properties. Without a firm, clear reassessment policy, the property owner's apprehension discourages rehabilitation

efforts. Certainty over the taxing policy would not encourage rehabilitation as effectively as would property tax incentives.

- . For some property owners, adequate maintenance and repairs conflict with their investment objectives. These owners invest in lower priced, marginal or deteriorated units with no intention of providing adequate maintenance or repairs. Their objective is to drain the property of its cash flow and use accelerated depreciation as an income tax shelter. Their properties are a principal cause of residential blight in older neighborhoods.

Normally market pressures would require these owners to provide adequate maintenance, but in recent years this County (particularly the more populous urban areas) has experienced a serious market imbalance. Demand for low and moderate priced units has substantially exceeded the supply of such units -- thus creating a seller's market.

Some rental property owners have taken advantage of this by neglecting needed maintenance and repairs and have not had to worry about suffering a subsequent loss in rental occupancy. When market pressures place the consumer at such a disadvantage, the local governments must exercise more vigorously their responsibility to see that the relevant codes and ordinances are enforced. In particular, local governments must insure that rental dwellings are not allowed to deteriorate to the point that they constitute a hazard to the health, safety, or welfare of the tenants.

- . Some lower income owners net too little income to provide proper maintenance. Although the return on lower income rentals does not usually warrant maintenance at the same level as higher income properties, the return is very seldom so low that the owner cannot afford to maintain the dwelling at such minimum standards of health and safety that it does not constitute a hazard to the tenants and neighbors. If the dwelling has so little revenue potential, and it cannot be maintained at minimum levels of health and safety, then it probably should be condemned under the Dangerous Building Code.
- . Destructive tenants impose heavy costs upon the landlord, and this discourages continued owner maintenance. Lower cost units in deteriorated condition do not attract tenants concerned with

appearances, neither do they encourage respect of the property. If the owners are to be expected to provide adequate maintenance, then they must have effective remedies available to them for dealing with such tenants.

Each of these causes contributes to the process of deterioration and the spread of residential blight. In some cases, conservation can be furthered by assisting property owners presently unable to undertake needed rehabilitation. In other cases, strict enforcement of the housing code and other property maintenance ordinances may be necessitated.

As discussed above, those directing the conservation program must have the authority to use the most appropriate approach for each dwelling and its owners. The approaches employed could include the following alternatives:

- . Technical Assistance and Counseling - Many owners and tenants need instruction on the types of home maintenance and how to do it themselves. This would provide conservation education, a self-help route to saving on the cost of repairs and help avoid some major repairs caused by lack of continued maintenance.
- . Material Assistance - To undertake the needed maintenance some owners will need the proper tools and/or materials at a reasonable cost. The establishment of a co-operative for renting tools and selling materials to owners involved in a conservation program could be a valuable part of the conservation effort.
- . Financial Assistance - For owners unable to perform the rehabilitation work themselves and incapable of paying for it outright, some form of financial assistance may be necessary. Alternatives include:
 - . Assisting the owner in applying for a commercial home improvement loan.
 - . Insuring the loan for owners not normally capable of qualifying for a home improvement loan.
 - . Government assistance through below-market-interest rate loans and/or grants.
- . Enforcement of Codes and Ordinances - Where property owners are capable of maintaining their properties at minimum levels of health and safety, but have not and will not if they have the option

not to, then the community must enforce the applicable codes and ordinances and require rehabilitation or vacancy and demolition. Such enforcement will also prompt those owners unaware of deficiencies and disinclined to maintain their properties to make use of available assistance and begin conservation efforts.

These economic factors are probably the most important of the secondary factors which influence the owner/occupant. Their effect is, however, both compounded and altered by other secondary factors listed below.

- (e) The Residential Environment. A dwelling's residential environment is composed of much more than the adjacent structures and properties. It includes the full gamut of public and commercial services, facilities, and other amenities available to the area's residents -- and their quality, variety, and accessibility.

The attractiveness of this residential environment influences the owner/occupant's decisions on the level of maintenance to be provided, and will sway the decisions of those families and businesses considering whether to locate or invest in the area. If an area's residential environment falls short of the larger community's standards or is blighted, few current or potential investors and residents will commit themselves to maintaining and improving the area and its amenities. The following reactions can, instead, be predicted:

- . Owners and occupants of dwellings in the area. The absence of curbs, gutters, and sidewalks, the presence of deteriorated structures, junk and litter, inadequate street maintenance and trash removal, all adversely affect the owner's and tenant's inclination to maintain the individual dwelling. In most instances, an owner or occupant will maintain his property closely in line with the prevailing neighborhood standard. Thus, the existence of the above situations, conflicting land uses, and excessive traffic or noise will negatively influence those only marginally inclined toward proper maintenance.
- . Potential residents of the area. If the area is blighted, has inadequate schools, police and fire service relative to other areas, or lacks sufficient retail, medical, commercial, entertainment and service facilities, potential residents who can afford to will select a more attractive residential area in which to buy or rent a dwelling. Those who can only

afford the dwellings in these less attractive residential areas are also more likely to defer the costs of maintenance -- especially when they are renting.

- . Potential investors in residential and commercial development. If the area is left mainly with lower income residents, businessmen considering expanding existing stores in the area may decide not to because of low incomes and low market demand in the area. Potential investors will choose to develop their homes, apartments, commercial and service establishments in those areas where higher income residents and greater demand exists.

Without this revitalization of the area through continued investment in it, it becomes not only less attractive for commercial ventures, it fails to attract those potential residents who have the means to locate elsewhere. Without the amenities there is little attraction for residents, and without sufficient market demand there will be little investment.

- . Government's capital improvements and services to the area. Governments without forward looking capital improvement programs have a tendency to orient their commitments of public facilities and services toward those residential areas whose residents assert their needs more effectively.

In most instances, the community's more blighted areas require more attention from local government than they receive. The schools are not as well equipped or staffed and the police and fire services are less responsive than in other areas.

Neither the owner/occupant, business community, nor local government is able to single-handedly improve an area's residential environment. Each party must cooperate if a deteriorated or blighted area is to be revitalized. It is unlikely that the residents, business community and local government will independently and concurrently undertake actions on their own to revitalize the area.

Some interested party must study the problem, determine what complementing actions are needed by each group, and promote and attempt to orchestrate these actions. Local government has both the responsibility to undertake this project and the most to gain from its successful completion.

- (f) Public Policies and Actions. The factors discussed above -- structural, personal, economic and environmental -- all contribute to the process of deterioration. When these circumstances are adverse, such as in undesirable residential areas or when the owner/occupant faces economic difficulties, the normal rate of deterioration tends to accelerate.

Public policies and actions are also factors in this process, but in a passive rather than an active manner. Whereas deterioration is a normal process and the above factors contribute to it, public policies and actions seldom contribute actively to the process. Instead, by not taking steps to deter the process, they in effect allow it to progress.

Government's responsibility for the health, safety, and welfare of its citizenry, and its commitment to its adopted housing goals, dictate that it actively work toward and foster:

- . The elimination of residential health and safety hazards.
- . The conservation of its housing stock.
- . The enhancement of its residential environment.

When local government does not take active measures to meet its responsibility and goals, then those factors which naturally foster deterioration will proceed unchecked.

At present, Stanislaus County and its cities have codes and regulations which will, when adequately enforced, promote the development of sound housing and suitable neighborhoods, and the conservation of established dwellings and their environment. These tools include:

- . Zoning regulations - to insure that the community's land uses are properly situated in relation to one another, providing adequate space for each type of development. Zoning can direct new growth into appropriate areas and protects existing property from obnoxious use.
- . Subdivision regulations - provide local governments with an opportunity to see that new residential areas make sufficient provision for needed public utilities and amenities, and create a residential environment that will be adequate in the years to come.

- . Building Codes - specify the minimum standards for materials and construction needed to insure soundly built dwellings.
- . Housing, health, and fire codes - set forth the minimum standards of property upkeep necessary to insure a safe, healthful residential environment.

Local governments have these regulatory tools available to them, but are only utilizing the first three fully -- that is, in all instances. These three must be fully and effectively enforced because they help prevent future deterioration of dwellings and neighborhoods. In general, local governments have indicated their recognition of the worth of zoning and subdivision regulations and building codes by allocating the staff and funding necessary to enforce these needed preventative measures.

Although these preventative measures are greatly needed, without adequate follow-up attention to continued dwelling and neighborhood maintenance these efforts will not long prevent the process of deterioration. When circumstances foster residential blight, then the local government should, in the interest of the community, promote better maintenance. At the very minimum, immediate health and safety hazards should be abated.

Resistance of property owners to the enforcement of these codes is well recognized. The resistance is prompted both by the cost of compliance and conflict between the principle of property rights and the public good.

Methods of seeking to lessen the cost of compliance have been discussed above. The outcome of controversy over whether property rights should take preference over the public good will depend largely on whether the costs of compliance can be lessened for those facing financial difficulties.

4. Observations

The above information on deterioration, its effects and its causes, must be recognized and agreed upon before a program of action for dealing with the problem can be developed. In developing a program to curb deterioration and blight the following points should be considered:

(a) What are the community's priorities?

- . Eliminate immediate health and safety hazards from residential units and areas?

- . Conserve the community's stock of older, low, and moderate income housing?
- . Maintain property values?
- . Promote the enhancement of each neighborhood's residential environment?

(b) How does deterioration occur in the community?

- . Deterioration is a complex process and is fostered by a variety of factors.
- . Which factors are most predominant in the community? In each neighborhood?
- . Deterioration occurs at both the unit and neighborhood levels. At which level does it occur in the community?

(c) What ingredients are necessary if a program to curb deterioration and blight is to be effective?

- . The community, local officials, and implementing agencies must understand the process of deterioration and support the actions needed to curb it.
- . Resources and approaches to deal with each of the factors contributing to deterioration must be planned for and made available.
- . Several blighted areas must be approached as a whole, not in a piecemeal fashion.
- . If one agency does not have coordinating control of the program, then the various agencies involved must fully coordinate their assessment of each neighborhood or unit's conservation needs and their approach to meeting those needs.
- . The implementing agencies must have the freedom to determine what resources are needed in each case and how they might be most efficiently employed.

C. HOUSING COSTS

1. Introduction

Everything from utility easements to roofing materials affects the cost of housing, but these individual cost components are only of direct concern to consumers. The general public is more directly concerned with the dwelling's final cost to the consumer -- the homebuyer or renter.

This section will focus on housing costs from the standpoint that they are a consumer expense, and will be concerned primarily with those situations in which housing costs are an inordinate economic burden for the household. The cost of securing and maintaining a dwelling will be considered burdensome when a household must spend an inordinately large portion of its income in order to secure a unit which is in decent condition and adequate to their needs.

There are a variety of reasons why a community should become concerned when housing costs become an excessive economic burden to a substantial segment of their residents.

- . From a public welfare standpoint, when households on very limited budgets become burdened by housing expenses, the amounts available for food, clothing, medical, and transportation needs will probably have to be cut.
- . The community will suffer when excessive dwelling costs force the household to cut back on other expenses, because property maintenance and improvement is likely to be one of the first items deferred. This will lead to deterioration of the unit and neighborhood, and a weakening of the tax base.

In order to determine the community's unmet housing needs which stem from cost factors, it will be necessary to analyze both the demand and supply, and the government assistance and private market facets of the local housing market. The purpose of this section will be to determine which groups of consumers are least able to satisfy their housing needs due to economic factors, why their needs are not being fulfilled, and which paths seem to present the best opportunity for improving the situation.

2. The Demand Side

The cost of securing and maintaining a dwelling is the largest single expense encountered by most households. Naturally, consumers would like to see this expense lessened, or at least held relatively constant. The degree of consumer concern over housing costs will vary however, depending on the extent to which these costs become burdensome expenses.

It is generally accepted that when housing expenses exceed 25% of a household's income, they begin to constitute an economic burden. In addition, when housing costs rise, they are more likely to burden lower income households rather than upper income households. Whereas rising housing costs may only cut into the upper income family's entertainment budget, excessive housing costs will probably lessen a low or moderate income family's ability to secure much more basic necessities, such as proper diet or adequate medical care.

Lower income households encounter greater difficulty in satisfying their housing needs because the satisfaction of

those needs is tied directly to their ability to pay. In addition, the household's shrewdness as a consumer, its income in relation to the household's size, and its needs (dwelling space, accessibility to schools, employment, etc) will all influence its ability to secure an adequate dwelling.

In this section, it will be assumed that a household is not adequately satisfying its housing needs when it must spend over a quarter of its income to secure a dwelling, or must live in a substandard or overcrowded dwelling. Renters and homebuyer's situations differ, so these two consumer groups will be discussed separately.

- (a) Renters Burdened by Housing Costs. Data collected in the 1970 U.S. Census provides a good indication of the extent to which renters are burdened by housing costs. The renter's gross rent (contract rent, plus utility costs) is a relatively accurate indicator of his total basic housing cost, and this can be compared to the household's income to provide an indication of the extent of economic burden.

The 1970 Census reported that 41% of the County's 22,597 renting households paid 25% or more of their incomes for gross rent, and just 26% of all renters paid 35% or more of their incomes for gross rent. This picture changes radically though, when those renting households with annual incomes of less than \$5,000 are singled out. Households earning less than \$5,000 are represented:

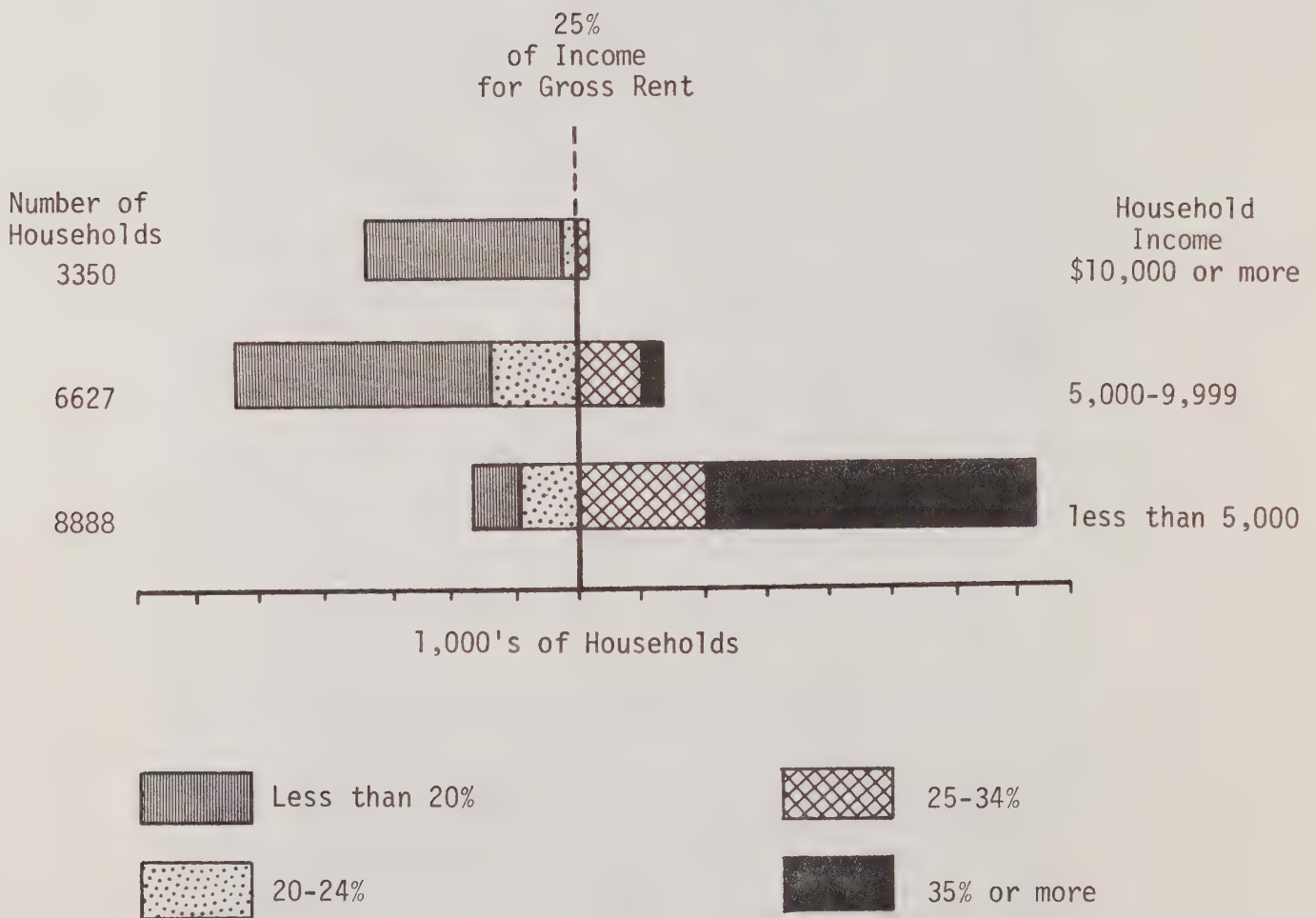
- . 46% of all renting households.
- . 85% of all renters paying 25% or more of their income for gross rent.
- . 95% of all renters paying 35% or more of their incomes for gross rent.

In contrast to these lower income households, over 76% of the renting households earning \$10,000 or more annually paid less than 20% of their incomes for gross rent. Illustration III-3 supports the contention that lower income households are the ones most frequently burdened by housing expenses.

It follows that the level of household income is the major detriment in cases where a family must pay an excessive portion of its income in order to secure a dwelling. Rents are determined by supply and demands in the market place, not by an individual household's ability to pay. Therefore, lower income households have few options. They must pay the market rate rent, regardless of the economic burden it may impose.

ILLUSTRATION III - 3

GROSS RENT AS PERCENTAGE OF INCOME BY INCOME



Source: U.S. Bureau of the Census, Metropolitan Housing Characteristics, Modesto, California, SMSA, 1970.

The limited alternative available to lower income households include renting a substandard dwelling, a unit too small for their family, or a unit which is otherwise inadequate to their needs. Even these alternatives may not save the family much, because many of these substandard and smaller units are priced quite high in relation to what low income families can afford to pay. Their rents have risen substantially in recent years in response to the demand for lower cost rental units.

Among lower income households, burdensome housing expenses are most frequently endured by elderly single persons (aged 65 and over), and by households headed by women (two or more persons, husbands not present). According to the 1970 U.S. Census (see Illustration III-4):

- . Elderly single persons comprised less than 10% of all renting households, but represented over 25% of all lower income (under \$5,000 a year) households paying 35% of their income for gross rent.
- . Households headed by women comprised only 13.6% of all renting households, but represented 25% of all lower income households paying 35% or more of their income toward gross rent.

In contrast to these two groups, husband and wife families in which the husband was 25 to 64 years old, comprised almost 43% of all renters, but less than 15% of the lower income households paying more than 35% of their income for gross rent.

It should also be noted that while only 26% of all renters pay 35% or more of their income toward gross rent, over 66% of elderly single persons and over 47% of households headed by women pay this high a percentage of income for rent.

(b) Homeowners and Housing Costs. Housing costs are more difficult to determine for homeowners than for renters because the basic costs of homeownership are more complex. Although data is available on homeowner's incomes and on the values they specified for their dwellings, much more information would be required in order to determine the extent to which homeowners might be experiencing burdensome housing expenses.

The homeowner's expenses do not vary in direct relation to the value of his home. Such factors as his mortgage interest rate, his length of ownership and original purchase price, the age, quality, and location of the home and the homeowner's benefits from property tax and interest deductions on his income tax returns, will all influence his homeownership costs.

ILLUSTRATION III - 4

RENTING HOUSEHOLDS AND GROSS RENT AS A PERCENTAGE OF INCOME BY HOUSEHOLD COMPOSITION

		RENTING HOUSEHOLDS			
		INCOMES UNDER \$5,000/YEAR			
		ALL HSHLDS	TOTAL HSHLDS	GROSS RENT/INCOME	
				25-34%	35+%
TOTAL RENTER HOUSEHOLDS	# %	22,597 (100%)	9761 (100%)	2073 (100%)	5116 (100%)
Two or more Person Households					
Husband & Wife Present					
Under 25 Years		11.0	8.4	13.7	7.2
25 - 44 Years		29.2	11.3	15.0	8.7
45 - 64 Years		13.7	9.0	10.5	6.2
65 and Over		4.5	6.9	8.6	4.4
Other Male Head		4.3	4.3	4.6	4.9
Other Female Head		13.6	20.7	16.2	25.0
One Person Households					
Under 65 Years		13.9	19.0	14.3	18.4
64 or Over		9.9	20.4	17.2	25.3

Source: U.S. Bureau of the Census, Metropolitan Housing Characteristics, Modesto, California, SMSA, 1970.

Although it is not possible to determine the extent to which homeownership costs are burdensome, it is possible to estimate the ability of households to purchase the new homes being made available. Assuming that most families would prefer to own rather than rent their dwellings, a determination of which families cannot afford to purchase a home will help indicate the extent to which the costs of homeownership are becoming burdensome.

- . Out of more than 50,000 families in Stanislaus County at the time of the 1970 Census, fewer than half would have qualified (based on income alone) for a conventionally financed mortgage on the lowest priced new home then being built.
- . Out of approximately 40,000 low, moderate, and intermediate income households in the County in 1970, over 36,000 would have been unable to qualify for a new home loan based on their income alone. (See Illustrations III-5 and III-6).

Examination of Illustration III-7 reveals that among higher income households of two or more persons (where the family incomes make homeownership more feasible), there is a decided tendency to own rather than rent a dwelling. In this group, over 17,300 households owned their dwelling and less than 4,000 were renters.

In contrast, low and moderate income families (where incomes would prevent the purchase of a home) showed a stronger tendency to rent. Among low and moderate income households of two or more persons, over 16,700 owned their dwellings and approximately 8,300 were renters. Renting was over 75% more prevalent among low and moderate income families as compared to high income families.

A closer examination of the low and moderate income households with two or more persons strengthens the contention that most lower income households rent out of economic necessity. There is a suppressed demand for home ownership which cannot be satisfied due to a lack of income. This contention is supported by the following:

- . Approximately 60% of all lower income households (income less than \$5,000; two or more persons) which own their dwelling are headed by persons aged 65 or over.
- . An additional 15% or more of these households are headed by persons in the 45 to 64 year old category.
- . The units owned by elderly persons have a significantly higher value-to-income ratio (60% of the

ILLUSTRATION III - 5

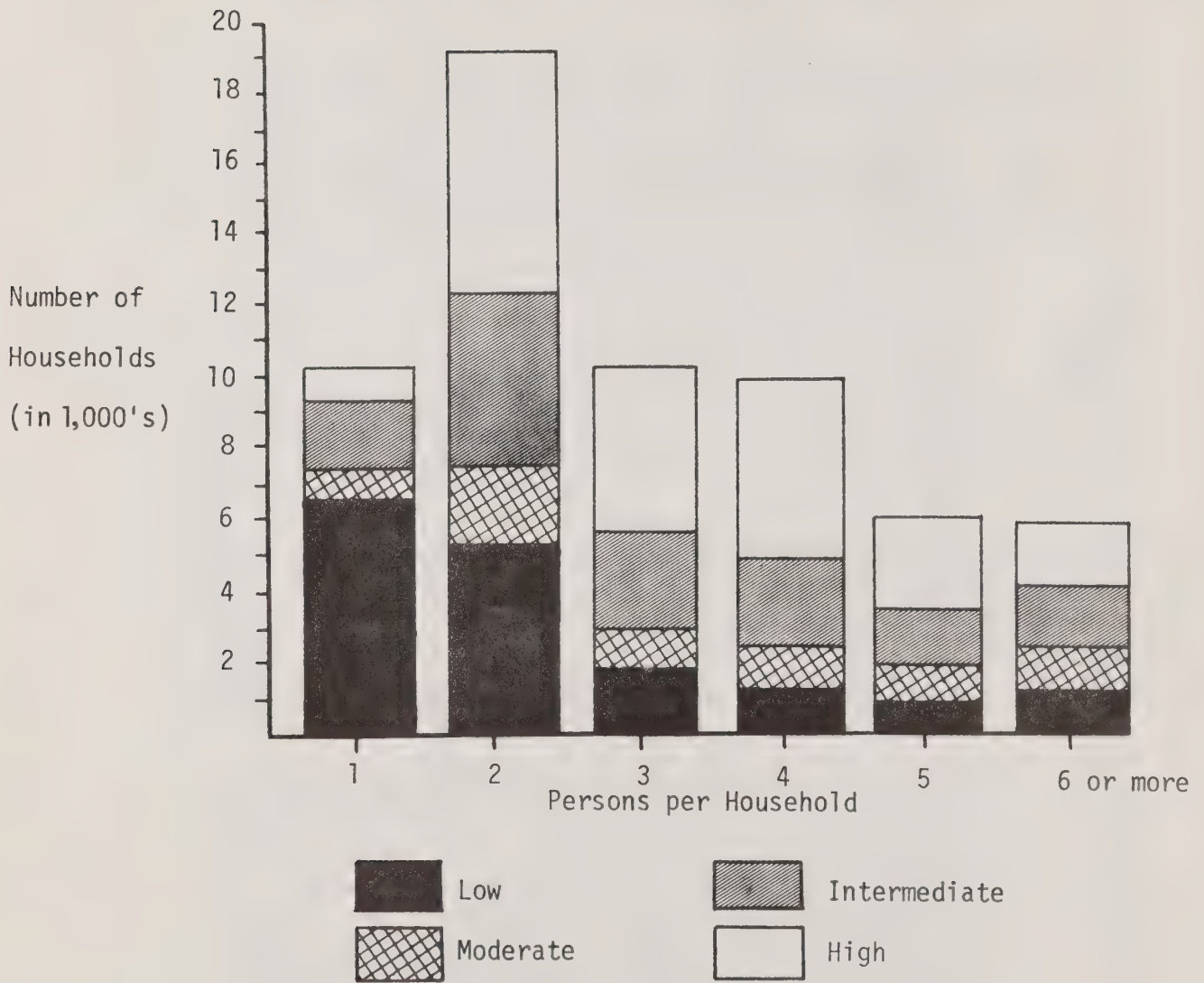
SELECTED UPPER INCOME LIMITS BY PERSON PER HOUSEHOLD AND MEDIAN INCOMES BY TYPE OF TENURE

Household Income Classifications	Persons Per Household					
	1	2	3	4	5	6+
Low	\$3,198	\$3,625	\$ 4,051	\$ 4,478	\$ 4,904	\$ 5,330
Moderate	4,263	4,832	5,716	6,600	7,484	8,368
Intermediate	8,200	8,800	9,400	10,000	10,600	11,200
1969 Household Median Incomes						
All Households	\$2,494	\$6,519	\$ 8,742	\$10,287	\$10,384	\$ 9,657
Owners	2,310	7,278	10,671	11,986	11,840	11,681
Renters	2,632	5,304	5,997	7,020	7,514	7,147

Source: The low income household's upper income limit is the maximum allowable for entry into conventional low rent public housing in 1969; Moderate represents the maximum for entry into HUD Section 235 Housing in 1969; Intermediate relates to the Department of Labor's Intermediate Income Family Budget in 1970.

Median Incomes are from the U.S. Census Service Facility, SAT IV-21, Modesto, California, SMSA, 1970.

ILLUSTRATION III - 6
INCOME DISTRIBUTION BY HOUSEHOLD SIZE



Source: U.S. Census Service Facility, SAT IV-21, Modesto, California, SMSA, 1970.

ILLUSTRATION III - 7

PERCENTAGES OF HOUSEHOLDS WITHIN SELECTED INCOME GROUPS BY TENURE AND PERSONS PER HOUSEHOLD

Households by Income Groups	Persons Per Household							
	1		2		3 or 4		5 or more	
	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>	<u>Own</u>	<u>Rent</u>
Low %	64.0	60.3	24.9	31.8	8.5	27.1	9.4	29.8
Moderate %	7.0	9.3	10.6	13.8	7.4	18.9	13.9	26.0
Intermediate %	16.1	18.4	23.6	29.4	22.8	16.5	29.0	25.0
High %	12.9	12.0	40.9	24.9	61.4	23.8	47.4	19.3
Total Households								
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
#	5,058	5,366	13,190	5,893	13,481	6,933	7,774	4,403

Source: U.S. Census Service Facility, SAT IV-21, Modesto, California, SMSA, 1970.

units have values exceeding three times the owner/occupant's income) than the median value-to-income ratio of under 1.9 for all owner occupied dwellings.

- . In addition to the above, owner occupied units, in which the head of the household is aged 65 or over, have a median value of under \$13,000. The median value of all owner occupied units is \$16,200.

The above factors indicate that a majority of the units occupied by low and moderate income homeowners are occupied by elderly persons who either have the dwelling paid for, or else own an older, less expensive dwelling. If there were not so many elderly homeowners in the lower income brackets, the data would show a much more pronounced tendency for lower income families to rent their dwellings due mainly to economic necessity.

3. The Supply Side

Are consumer demands for decent housing, suitable to their needs, being met at a reasonable price? In what market segments are they not being adequately satisfied, and why not? These questions require analysis of our housing supply and how it is provided.

Whereas Section II dealt with the characteristics of the County's housing stock, this section will focus on the process by which housing is made available and the factors which affect the cost of housing to the consumer. Those factors which have impeded the delivery of adequate dwellings to low and moderate income consumers will also be addressed.

- (a) The Supply Mechanisms. There are two principal means by which dwellings are made available to consumers in Stanislaus County. Most dwellings are made available in the commercial market place through the efforts of a housing industry (builders, developers, property owners and realtors). A lesser number of units are made available through various forms of government assistance to consumers and the building industry. Government assistance is primarily oriented toward satisfying the needs of those low and moderate income families and individuals who cannot afford a decent dwelling, adequate to their needs, without incurring an inordinate economic burden.

Government assisted housing is intended to supplement the private market so that consumers at all economic levels will be able to secure decent dwellings at a reasonable cost. The ideal situation is not being realized in this County. The following analysis of the commercial and government assisted housing sectors will help clarify why dwellings are not being made economically available to all income levels of consumers.

- (b) Government Assisted Housing. In Stanislaus County there are just over 2,850 government assisted dwellings in existence or under construction. These units represent less than 4% of the total housing inventory of this area. In addition, in 1970 over 24,000 households had incomes low enough to qualify for these units. The number of qualifying households now probably exceeds the number of available units by ten times or more.

Although these government assisted units are fewer than are needed, they greatly assist in meeting the housing needs of the County's lower income households. Their role as a housing resource (their location and function) and their potential must be given consideration in any efforts to improve housing conditions and availability in Stanislaus County.

There are three basic forms of government housing assistance currently in use within Stanislaus County:

- . Local housing authorities receive financed assistance which enables them to construct, purchase or lease units and make them available at subsidized rates to qualifying households.
- . Government financial assistance (usually to the lender as a mortgage interest subsidy) help to make the construction of below market priced rental units financially feasible for the sponsors and developers. Interest subsidies and grants also enable lower income households to purchase or rehabilitate homes.
- . Technical assistance is supported by government agencies (often working through non-profit sponsors) to assist families to build or rehabilitate their homes using their own labor (self-help) to cut costs.

Illustration III-8 lists the type and location of the government assisted units within Stanislaus County. The maps in Appendix A give more specific information on the location of these units within selected communities in Stanislaus County. A brief analysis of these three forms of government housing assistance is offered below.

- (b1) Local Housing Authorities. In Stanislaus County there are two housing authorities providing what is commonly referred to as "public housing". Of the approximately 1,380 such units, over 95% are owned or operated by the Housing Authority of Stanislaus County. Sixty units are provided by the Housing Authority of the City of Riverbank.

The County Housing Authority units are both geographically dispersed throughout the County and oriented toward a variety of needs. There are

These seasonal units and the supplemental free child care and family health care services (also OEO funded) help to attract to Stanislaus County the agricultural workers needed by area employers.

These 1,380 units provided by the two housing authorities are a valuable resource and significantly help in meeting the housing needs of low and moderate income families. Still, they fall short of the total need for such units. Not only does one-eighth of the County's population qualify for government assisted housing, the waiting list of qualifying households continues to lengthen.

The Stanislaus County Housing Authority normally has a waiting list of over 500 families and individuals for its conventional and leased housing units. Its average monthly turnover, however, is only 1% to 2%. The 223 migrant housing units reach full occupancy during the first week they are available, and hundreds of applicant families are turned away during the six months that the units are available.

Although many County residents are unable to secure a housing authority unit, some have been assisted through one of the other government sponsored housing programs.

(b2) Government Financial Assistance. The Federal Government sponsors several housing programs for low and moderate income households other than those offered through housing authorities. Local nonprofit corporations and developers have used several of these Federal programs to develop rentals and purchase units for low and moderate income households. The Department of Housing and Urban Development (HUD), and the Farmers Home Administration (FmHA) have been the principal sponsors of subsidized housing programs in Stanislaus County.

Although many of the programs sponsored by federal agencies have either been terminated or substantially curtailed during 1973, these programs have promoted the development of hundreds of units and will continue to assist in the development of more units in the future.

As Illustration III-8 indicates, over 1,470 dwellings exist or are being built by private enterprise in Stanislaus County as a result of government financial assistance. These subsidized units consist of the following:

- . HUD has subsidized the development of over 870 units in Stanislaus County. Over 95% of these dwellings are in the Modesto area:

- El Casa Verde (142 rental units)

-Ralston Towers (180 rental units under construction for the elderly)
-507 of the 549 subsidized HUD Section 235 homeowner-ship dwellings

- . FmHA has subsidized over 600 homes for moderate income rural families. Only 100 of these are in incorporated cities, all of which are below 10,000 population. The balance (over 500 dwellings) are in towns and rural areas.

In addition to these units which are restricted to qualifying low and moderate income households, there are over 2,287 units in this County which are financed by the California Veterans Affairs Department with low interest (3%-4%) loans. Recipients of these Cal-Vet loans need not have an income below any certain level, but this program probably does assist many low and moderate income families.

In Modesto, over 90 dwellings have been rehabilitated through a city-sponsored, HUD assisted Federally Assisted Code Enforcement (FACE) project. Although this has not actually increased the housing stock, by rehabilitating these substandard units within the five block project area, the city has prevented their loss to deterioration and upgraded these units to a more livable condition.

(b3) Technical Assistance. The above programs are supplemented in this County by Self-Help Enterprises, Inc. (SHE), located in Modesto. SHE provides lower income families with the technical assistance and training they will need to construct and maintain their own homes. With SHE's assistance, families normally unable to afford the purchase of a home will, through their own "sweat equity" and the FmHA homeowner assistance program, be able to construct and purchase their own home.

Self-Help Enterprises, Inc. purchases or takes options on land to be used for a SHE housing development and this land is later sold to the homeowner/builder. A group of six or more qualifying families pool their labor under the supervision of skilled technicians provided by SHE to jointly build a group of houses on the provided land. Each family is required to put in up to 1500 hours of its own labor ("sweat equity") in the construction of their home.

SHE assists the family in obtaining their mortgage and sees that it will cover the land, materials, water, sewer, streets, and any other costs incurred on a pro rata basis. The applicants are screened for their ability to repay the loans, and since many are first time homeowners they receive homeownership and financial training to help them meet their new responsibility.

four basic programs operated by this housing authority: conventional low rent public housing, leased housing, and both year-round and six month migrant farm labor housing. Illustration III-8 lists (by location and type) the units provided by the two Housing Authorities in Stanislaus County.

- . Conventional Low Rent Public Housing is the type normally associated with a housing authority, but these represent only 30% of the 1,380 units existing or under construction in the County. Of the nine communities with this type of housing, only one project (on Robertson Road in Modesto) has more than 30 low rent units on a single site.
- . The Leased Housing Program accounts for more units than any of the three other programs. The County Housing Authority is authorized to lease and rent out 498 units of which approximately 490 are currently under lease and rented at subsidized rates to qualifying families.

Over 80% of the leased units are located in Modesto or on that city's fringes. Almost half of the leased units in the Modesto area are in West Modesto between Maze Avenue and the Tuolumne River. Less than 20% of the Modesto area's population resides in this area.

Under this program, the Housing Authority leases units from property owners (for three to five years for existing units or ten years for new units) and rents these units to qualifying low or moderate income families at a subsidized rate. The tenant has the option to purchase the unit under certain circumstances, but this is seldom taken advantage of.

- . Year Round Farm Labor Housing (241 units) is available in Ceres (76), Patterson (80), and Westley (85). These are reserved for low income families whose livelihood comes from agricultural work.
- . Six Month Migrant Farm Labor Housing (223 units) is available in Patterson (50), Empire (77), and Westley (96) during the harvesting season (May to October) for migrant families and individuals engaged in field agricultural work. These units are funded by the Office of Economic Opportunity (OEO) and operated by the Stanislaus County Housing Authority.

ILLUSTRATION III - 8

GOVERNMENT SUBSIDIZED HOUSING IN STANISLAUS COUNTY

	HOUSING AUTHORITY UNITS					GOVERNMENT SUBSIDIZED UNITS					Total
	Low Rent	Sec. 23	Farm Labor Hous.			HUD			FmHa		
	Public	Leased	Full	May/Oct.		221d3	236	235	502	Total	
	Housing	Housing	Year	Only	Total	(10-73)	(10-73)	(10-73)	(4-73)		
<u>URBAN AREA</u>											
Ceres	48	11	76		135		104			104	239
Hughson	50*	3			53				10	10	63
Modesto	148	393			541	142	180*	507		829	1,370
Newman	16	12			28				12	12	40
Oakdale	26				26			9		9	35
Patterson	30		80	50	160			3	50	53	213
Riverbank	60				60			25	28	53	113
Turlock	30	39			69						69
Waterford	—	2	—	—	2	—	—	—	—	—	2
TOTAL	408	460	156	50	1,074	142	284	544	100	1,070	2,144
<u>RURAL AREAS</u>											
Denair									29	29	29
Empire		7		77	84				53	53	137
Grayson									10	10	10
Hickman									10	10	10
Keyes		6			6			5	42	47	53
Salida		15			15				52	52	67
Westley	20		85	96	201						201
Other Rural	—	—	—	—	—	—	—	—	304	304	304
TOTAL	20	28	85	173	306			5	500	505	811
COUNTY TOTAL	428	488	241	223	1,380	142	284	549	600	1,575	2,955

*Under Construction

Sources: Stanislaus County Housing Authority, Department of Housing and Urban Development, Farmers Home Administration

For those services and assistance not offered by the SHE staff, the families are put in contact with the proper agency.

As a result of SHE's efforts, over 250 Stanislaus County families have been able to construct and purchase their own 3-4 bedroom homes for a total mortgage cost of approximately \$10,000 to \$13,000.

- (c) The Commercial Housing System. Too often, when plans are developed for meeting the housing needs of low and moderate income families and individuals, the focus is on government assisted housing. However, if realistic and far-reaching solutions are to be developed, the commercial housing system must be taken into account.

The commercial housing system has produced and delivered over 96% of the dwellings in use in Stanislaus County. The vast majority of this area's residents have never lived in government assisted housing and never will. In particular, most of the lower income households in need of a better dwelling will probably never secure one of the scarce government assisted units.

The commercial housing system attempts to satisfy consumer demands through the two phase production-transfer process.

- . New Units (homes, apartments, and group quarters) are produced in response to effective market place demand.
- . Existing units are transferred (resold or rented) between owner/occupants over each unit's life.

In theory, this process should satisfy the demands (needs) of all income groups, but in fact, the needs of lower income households, the elderly, and migrant workers are not being satisfactorily met. In the following pages the production-transfer process is analyzed to see how it should function, how it does function, and how it might better function.

- (c1) The Production-Transfer Process. Within the commercial housing system, the housing markets for different income groups are linked. Most new units are produced to meet the needs of middle and upper income households and lower income consumers are more likely to live in older units which were once of better quality. The process by which units decline in relative quality and value over the years and are then

secured by consumers of more limited means than the initial owners is known as "filtering".

Consumers generally move to a new unit either to secure better quality housing or a unit more in line with their current needs. The more affluent households generally make the initial moves in the chain (to a new unit or a better quality older unit) and their vacated units are occupied by other (often more limited income) households. In a relatively stable housing market these moves should enable consumers at all income levels to better satisfy their housing needs.

The commercial housing system, however, responds to effective marketplace demand -- the consumer's ability to pay for what he needs. When there are imperfections in the linkages between supply on the one hand, and needs which cannot always be translated into effective demand on the other hand, then the filtering process does not work. In recent years this has been the case in Stanislaus County and the housing needs of lower income consumers have not been adequately met.

The linkages between the upper and lower income housing markets have been upset in this County by a variety of factors including rapid population growth, increased market demand by upper income consumers, and adverse economic conditions. The following pages analyze the production and transfer phases of the commercial housing system to determine why units are filtering down to lower income consumers.

(c2) Residential Construction. Continued construction of new dwelling units is a crucial link in the commercial housing system. Even in a relatively stable housing market an adequate volume of new dwellings is needed in order to satisfy changing consumer demands, meet the population's need for more total units, and activate the entire transfer and filtering process among existing dwellings.

These three basic reasons can be broken down further to better explain the need for new units.

- . More dwelling units are needed simply because there are more households in Stanislaus County requiring shelter. The additional households stem from three principal factors:
 - The County's population growth has exceeded its death rate, resulting in more persons to house and more new households are being formed, especially by the elderly and young adults.
 - The median household size is smaller now (3.09 persons per household in 1970 versus 3.19 in 1960) creating a need for more new dwelling units for a given population.
 - The County as a whole and the Modesto, Ceres, and Turlock urban areas in particular, are increasingly gaining in-migrants from other areas. In both 1960 and 1970, approximately one-fifth of the County's residents had in-migrated within the previous five years.
- . Consumers are demanding new types and styles of dwellings.
 - Consumers want more bedrooms, bathrooms, and living area (total square feet) or may want a house of different style or design.
 - As workers move into this job market they require a new dwelling and as a family's income rises it may want to change neighborhoods.
 - Changing life styles creates a demand for new types of units. Our population's increasing mobility, the rising costs of buying and maintaining a home, and the earlier ages at which young adults leave home all increase the demand for more rental units, especially multiples.
- . New units are needed in order to activate the entire transfer and filtering process among existing units.
 - The new units must be available to upper income households before a second hand vacancy can be made available to lower income households.

The housing industry produces units for two basic purposes -- to be sold to individual occupants or to be placed in the rental market. These two markets are linked in the sense that the increased costs of home purchase and ownership directly improves the rental market. Likewise, as homeownership becomes more economically feasible, those segments of the rental market which harbor potential homeowners will lose some tenants.

As far as the housing markets for various income groups are concerned, the housing industry responds to those which can most effectively express their needs in the market place. It seeks the highest return and safest market possible for its product. Since the late 1960's, this area's rapidly growing population, rising incomes, and plentiful mortgage money at reasonable terms (during most of this period) have created conditions favorable to a booming housing market.

Exceptionally strong demand, especially among middle and upper income families, has led the housing industry to utilize almost its entire capacity in producing dwellings at prices and rents that restrict their absorption in the market place to higher income consumers. In this area, these market conditions have led the industry to produce little other than homes priced over \$18,000 and apartments priced at over \$125-\$135 per month.

The housing industry has been adding new units to the housing stock at the rate of 3%-4% annually over the last several years, but these new units have barely kept pace with the combined demand generated by in-migrants, smaller households, and a growing population rate. Yet even if this increased demand from higher income groups had not turned the industry's attention away from the lower priced markets, the sharp rise in construction and financing costs would still have made the production of lower priced units only marginally feasible at best.

The production of both homes and apartments for the moderate to intermediate income market does, however, have possibilities. The demand is certainly there and if costs could be lowered even a thousand or so

dollars by lessening some combination of the cost factors, this would open a substantial segment of this market to housing industry.

It is not really possible for the local housing industry to lower the unit costs of land, labor or materials. These are set in the market place, just as are interest rates, at regional, national, and even international levels. The only way costs can be lowered at this level of influence is by lowering the number of units of land, labor or materials needed to produce a dwelling.

According to the data in Illustration III-9, land costs are relatively more important in the production of lower priced units and labor and materials are relatively less important. Residential density should therefore be one of the possibilities considered by local industry and government as a method of making the production of lower cost housing more attractive.

Local government might consider allowing higher densities in lower priced residential developments or relaxing unnecessary restrictive zoning and subdivision regulations which impose residential requirements not needed for a modest, adequate dwelling. The relaxing of standards in order to cut housing costs should, however, be carefully weighed so that the community's adequacy will not be disproportionately lowered in relation to the costs to be saved.

- (c3) *The Transfer and Filtering Process.* In Stanislaus County, single family dwellings change hands every four to seven years on the average. Over half the rental units in the County have new occupants within a year. Obviously the transfer of units from one household to another, especially of rental units, is an important factor in the availability of dwellings.

The transfer process is particularly important to lower income consumers because the dwellings which filter down are their principal source of housing. However, the same demand situation which has diverted new units to the higher income markets is also causing a slowdown in the filtering process. Many units which might have otherwise become

ILLUSTRATION III - 9

AVERAGE COSTS FOR LOW PRICED TRACT BUILT HOMES IN MODESTO AREA, 1971 - 1973

Square Feet				
House	1,381		1,020	
Lot	6,000		6,000	
	\$	%	\$	%
PRICE	22,850	100.0	17,670	100.0
Labor & Materials	14,205	62.1	10,060	56.9
Lumber	4,010	17.5	2,215	12.5
Developed Lot	3,285	14.4	3,235	18.3
Administrative	5,360	23.5	4,375	24.8
Loan/Escrow	2,255	9.9	1,555	8.8
Fees				
Other	3,105	13.6	2,820	15.9

Source: SAAG Study of a Local Homebuilder's Costs

available to successively lower income consumers as middle income consumers moved to better housing are now either not being vacated or are being occupied by other consumers in the same income range.

Additions to the housing stock have been in the higher price ranges, but the new household formations and in-migrants have increased demand at all price levels. As a result of this, inflation and higher mortgage costs, the additional consumers in the middle and upper income brackets have been short circuiting many of the units which would ordinarily have been available to moderate and lower income consumers at reasonable prices.

Not only has the filtering process been short circuited, demand for lower cost housing units has sharply increased in relation to the available supply. The prices for lower cost units have been bid up dramatically since the late 1960's, although there is a high vacancy rate among the lower priced units in decent condition.

This market imbalance among lower priced units does more than place an inordinate economic burden on lower income consumers. It places property owners in a position where they need not maintain their dwellings adequately in order to rent them at a good return. The tight supply situation in the lower price market gives consumers few alternatives other than paying an excessive portion of their income in order to secure a decent dwelling or settling for a badly deteriorated unit.

Too often lower income consumers are confronted with situations in which they must spend an excessive portion of their income to obtain even a substandard dwelling. This is particularly true of migrant farm workers and the elderly poor. Both have special needs which place them at an additional disadvantage in the market place. Migrants must find housing just when the supply is the tightest and the elderly have special transportation and health care needs.

D. THE RESIDENTIAL ENVIRONMENT

An individual or community's residential environment consists of its entire living situation. According to the U.S. Public Health Service's Environmental Health Planning Guide, healthful housing in a good residential environment "includes not only sanitation and safety from physical hazards, but also the qualities of comfort and convenience and aesthetic satisfaction essential for emotional and social well being."

Every aspect of the community -- streets and public utilities, schools and shopping facilities, landscaping and open space -- has an effect on the residential environment and every member of the community is affected. So, even though the problems of deterioration and housing costs cause more acute problems for a substantial segment of the population, the community's residential environment does not just occur. The man-made features must be planned for and developed and the natural assets must be conserved.

In order to plan for, develop, and preserve those factors which enhance the residential environment, the community must first determine what factors it considers necessary for a desirable environment. The community's adopted housing goals can serve as a nucleus for such a list.

1. Factors Promoting a Better Residential Environment

The housing goals adopted in 1970 refer to many of the ingredients needed for a functional and enjoyable residential environment. The goals also refer to several of the means which can assist the community to realize and maintain this environment. The goals mention the following items:

- . Examine, amend, and coordinate, if necessary, the housing and construction codes to assist innovations in construction of new housing stock.
- . Insure that adequate open space is provided throughout all housing developments.
- . Insure that all housing is served by adequate community facilities including schools, parks, libraries, public transportation, medical facilities, fire protection, etc.
- . Insure that all dwelling units are being structurally sound and provided with adequate sanitary facilities.
- . Provide a choice of housing types throughout the County for all elements of the population including single family, apartments, and group housing.
- . Insure that street improvements, curbs, and sidewalks are provided where necessary for drainage and safety.

- . Maintain the natural aspect of the rivers to enhance the living environment of the County.
- . Explore new planning and zoning techniques which may contribute to a reduced housing cost without serious damage to the high standards established after many years of substandard construction due to low or no official standards.
- . Encourage landscaping as a part of any new housing development in order that Stanislaus County, all of its cities, towns, and urban developments will maintain their reputation as desirable living places.
- . Encourage the continued expansion and development of domestic water, street lighting, storm drainage, and sanitary sewer systems throughout all urban developments.
- . Coordinate city and county enforcement programs so substandard dwelling units will be removed or rehabilitated.
- . Promote clean-up and paint-up programs for specific neighborhoods throughout the County.
- . Eliminate the incidents of periodic flooding in areas of historic inundation and prevent further urbanization in areas with a known flood record.
- . Insure uniform enforcement and coordination of the existing city and county ordinances relative to dumping, outdoor storage of junk, and sanitation.

Beyond this nucleus, each community should consider the following items which might enhance the quality of their environment and meet the special needs of a substantial segment of their citizenry:

- . Public transportation would offer non-drivers and those without the use of an automobile (particularly the elderly and lower income households) a wider choice of housing location alternatives.
- . Medical clinics and hospitals are relatively inaccessible to those without private means of transportation and to the residents of certain areas of the community. Besides inconveniencing these individuals, this situation lessens the residential desirability of those areas lacking medical services.
- . Security of homes and apartments should be considered from the first phase of development and methods of increasing security in existing residential areas should be considered. Local law enforcement agencies and the California Council on Criminal Justice can offer advice on these matters.

Each community should develop its own list of ingredients it feels are necessary to enhance its residential environment. The list should reflect the community's physical conditions, goals, and potentials and take into account its size, population, economic character, natural environment, and financial and staff resources.

Once the community has such a list, it must find a means to incorporate these ingredients into its situation and make its desired residential environment a reality. This task is normally achieved through the general plan process which has been outlined in the introductory section of this General Plan and the measures which are used to implement the general plan.

2. General Plan Implementation Measures

The following means are, or possibly could be, used by Stanislaus County to implement its General Plan:

- (a) The Zoning Ordinance. The zoning ordinance regulates the uses to which land may be put (residential, commercial, etc.) and sets the standards for improvements upon the land. While zoning is generally designed to separate use types from each other and create uniform development, there is a trend toward the planned mixing of compatible uses. Variety in both design and usage within a development is encouraged.

The following zoning types encourage the use of innovations in design and land usage:

- . Planned Development - subject to review by the planning agency and local government, a PD zone allows design variation in lot size, residential types, setbacks, and usage.
- . Variable Design - this zone allows yard and setback requirements to vary on a formula basis to promote variety.
- . Density Zoning - this regulates the number of residential units per acre instead of the minimum lot size and type of housing.

- (b) Subdivision Regulations. Subdivision regulations enable the community to ensure that all residential developments within its jurisdiction shall meet local standards. The planner can coordinate the otherwise unrelated plans of a great many individual developers, assure that provision is made for thoroughfare rights-of-way, parks, school sites, major water lines and sewer outfalls, etc., and control the internal design of each new subdivision so that its pattern of streets, lots, and other facilities will be safe, pleasant, and economical to maintain.

- (c) Neighborhood Plans. Neighborhood plans can assist the planning agency and elected officials in bridging the gap between the general guidelines of the community-wide plan and the explicitness of local zoning ordinances and subdivision regulations. Modesto began developing neighborhood plans in 1971 for its rapidly developing fringe area neighborhoods. The plans establish the general zoning and development patterns the city desires for each neighborhood (roughly a square mile, bounded by four major arterials). These plans help guide property owners in planning for the development of their parcels and assist the Planning Commission in making recommendations on the community's growth and development.
- (d) Capital Improvement Programs. Capital Improvement Programs can be used by local governments to improve their near term (3-10 years) planning for improving the services, facilities and utilities they provide to the community. Just as zoning ordinances and subdivision regulations help guide private development, the CIP can be used to plan for and guide public services and development.

E. SUMMARY

Illustration III-10 summarizes the principle problems and needs discussed in the previous sections. These and the remedies which seem to be needed are classified by the areas of concern they relate to. Sufficient attention has been given to these problems, needs, and remedies, so they will not be further elaborated upon. Instead, attention will be directed to the trade-offs these remedies may necessitate.

1. Housing Program Priorities

The formulation of a housing program requires more than an identification of individual remedies to deal with individual housing problems or needs. It is complicated by conflicting goals, scarce resources, and the fact that a remedy may have both beneficial and counterproductive effects. As a result, those formulating the community's housing program must be prepared to set priorities on the achievement of special housing goals and establish acceptable trade-offs between the individual remedies and resources to be employed.

The following example indicates some of the difficulties decision makers will encounter in selecting remedies and formulating their work programs:

Problem: Deterioration of older, low, and moderate priced dwellings.

Concerns: Immediate health and safety hazards to the occupants.

ILLUSTRATION III - 10

SIGNIFICANT PROBLEMS, NEEDS, AND POSSIBLE REMEDIES

AREAS OF CONCERN

RESIDENTIAL DETERIORATION

PROBLEMS AND NEEDS

- Unhealthy and hazardous housing
- Loss of adequate, lower-priced units
- Retards property values and the tax base
- Decline of older neighborhoods

POSSIBLE REMEDIES

- + Rehabilitation assistance (technical, material, financial)
- + Public education to promote better maintenance
- + Housing Code enforcement
- + Redevelopment programs and neighborhood improvement drives

HOUSING COSTS

- Demand far exceeds supply of adequate lower-priced units
- High interest rates & inflation make production of lower-priced units infeasible
- Federal assistance for subsidized units is curtailed
- Unnecessarily restrictive residential standards

- + Promote and assist conservation of dwellings
- + Utilize all available assistance to build new low and moderate-priced units
- + Enact more flexible residential standards to allow construction of lower-priced units
- + Consumer education on lowering housing cost

RESIDENTIAL ENVIRONMENT

- Inappropriate land uses and circulation patterns in residential neighborhoods
- Inadequate public facilities, commercial amenities, and services in some neighborhoods
- Inadequate response to community desires concerning development

- + Ensure consistency of general plan elements
- + Seek citizen participation in the planning process
- + Promote and assist redevelopment of deteriorating neighborhoods

Loss of the unit through deterioration will lessen an already inadequate supply of lower priced units.

Remedies: Require abatement of hazards.

Promote better maintenance or rehabilitation of the unit.

Conflict: The cost of abatement, better maintenance or rehabilitation will increase the unit's cost. When the supply of lower priced housing is already inadequate, these remedies further aggravate the situation.

Rehabilitation assistance would help to resolve this conflict by lessening the costs involved and helping to conserve the County's stock of adequate, lower cost housing. Unfortunately, only limited technical assistance has been available to owners seeking to make their own repairs and material assistance (in the form of tools and materials) has been negligible. The recently enacted federal Housing and Community Development Act of 1974 may offer a means of increasing the amount of resources devoted to rehabilitation assistance.

Without adequate rehabilitation assistance there remains a conflict, but a better understanding of the nature of the problem and the establishment of priorities between the two goals can help resolve the conflict. The following considerations will influence the resolution of this conflict:

- . Are the costs of abatement high? If not, then abatement does not conflict greatly with the goal of maintaining an adequate supply of lower cost housing.
- . If the community concentrates only on abating hazardous situations rather than fuller enforcement of its housing code, will the rise in housing costs be within acceptable limits?
- . Will lower income families have acceptable alternatives available if units are lost through deterioration? Are new units of lower cost housing being produced?
- . Has the community sought alternatives to Federal rehabilitation assistance? Are alternatives available at a reasonable cost? At a more reasonable cost in relation to the benefits derived?

This example raises two points which should be kept in mind during the formulation of a housing program.

First, housing problems and needs are of varying severity and are caused by a combination of factors. A single remedy could not adapt to handle the various levels of severity

and causes. A flexible combination of remedies should be developed which can be applied incrementally as the situation may dictate.

A flexible and incremental response to the community's housing problems and needs will not only be better suited as a remedy to the individual situation and its causes, it can very likely entail less expense to the community and use of resources. An incremental response has an added advantage in that those administering the remedies have an opportunity to avoid the counterproductive side effects often associated with a straight, less flexible approach.

The second point is that it will probably be more difficult to marshal the resources needed to implement the housing program than it will be to formulate the program.

Traditionally, local governments have often viewed Federal and State assistance as their primary resource in dealing with housing problems. Indeed, the recent enactment of the Housing and Community Development Act of 1974 and the recent interest in housing legislation at the State level indicate that Federal and State resources may be available in increased amounts in the future.

Certainly, Federal and State assistance should be used whenever possible. However, attention should also be directed toward local resources and ingenuity. The current financial situation which confronts the County and many other local governments will make this more difficult.

HOUSING PLAN

A. PROGRAM OPTIONS

In August 1974, the Stanislaus Area Association of Governments (SAAG) published a preliminary draft of its Phase III Housing Element. The document set forth a number of implementation measures which may, upon further investigation, be useful in dealing with the housing problems. An individual analysis of these proposed measures should be a significant feature of the County's housing plan.

SAAG's implementation options are divided into four general areas: dwelling unit and neighborhood conservation, housing services, housing production, and community design and policy. A review of the measures within each group is given below:

1. Dwelling Unit and Neighborhood Conservation

Unless the individual dwelling units and neighborhoods in Stanislaus County are properly maintained it will be impossible to realize the goal of a "decent home and a suitable living environment" for all -- at a cost they can reasonably afford. Neglect of necessary maintenance can result in:

- . Health and safety hazards to the unit's occupants and the immediate neighbors.
- . Depletion of the community's stock of lower priced units which are already in very short supply.
- . General neighborhood blight which discourages both property owners and residents from providing necessary upkeep and discourages investment in the area.

Residential deterioration is a complex problem requiring a coordinated program for dealing with it. To be effective, this program should be implemented on a county-wide basis. Jurisdictional differences in code requirements and enforcement practices should be eliminated and positive efforts to promote conservation and rehabilitation of units and neighborhoods should be implemented throughout the county.

An effective conservation strategy would involve conservation, code enforcement, technical and material assistance, financial assistance, and redevelopment.

- (a) Promoting Conservation. Regular maintenance and upkeep are the least expensive means of conserving dwelling units and neighborhoods. Where property upkeep is

lacking, local government and the community should take steps to actively promote conservation and assist neighborhood and civic groups in their efforts toward this goal. This should be a cooperative effort by the cities and County, centrally coordinated.

Substantial resources are available for use in educating the public on the need for conservation and how to go about it, but these resources are presently underutilized in relation to their potential. The following options are available:

- . Utilize the school system to teach children to be conscious of health and safety hazards in the home and educate them on the need for home maintenance.
- . Offer courtesy inspections of units to point out any hazardous situations which may exist and inform the residents of the remedies needed and assistance which is available.
- . A central housing or community development office is needed to coordinate all governmental efforts in the field of housing, such as conservation, consumer protection and education, and related services. This office should be established as a joint Cities-County effort and focus on countywide coordination.
- . Property owners and residents need administrative and legal support to ensure that negligent and destructive tenants or neighbors do not contribute to the deterioration of individual units or blighting of the neighborhood.
- . Instruction on home maintenance, ownership, and management should be available for adults.
- . Community sponsored neighborhood improvement programs for eliminating nuisances and promoting better property maintenance.

(b) Code Enforcement. Each jurisdiction must enforce reasonable, uniform building and housing codes to ensure the community's new units are soundly constructed and the existing units continue to afford safe and sanitary housing.

The County and cities actively enforce their building codes on newly constructed dwellings and on rehabilitations, but enforcement of the housing codes is normally only on a passive, complaint-response basis and insufficient staff time is devoted to it. Conservation of the county's stock of older and lower priced units and of neighborhoods requires active enforcement of the housing, health, and fire codes.

While an overly aggressive enforcement program would undoubtedly prove counterproductive, there are approaches to code compliance which would both improve the housing situation and be responsive to the needs of both consumers and property owners.

The code enforcement program should clearly state its objectives. The primary objective should be the elimination of residential hazards, followed by an assurance of the unit's adequacy, conservation of the unit and neighborhood, and maintenance of property values.

- . All residential units should be inspected on a systematic basis.
- . Require periodic inspections of all units and the issuance of occupancy permits certifying that the unit is fit for habitation. Require periodic recertification of the unit's compliance.
- . Inadequate zoning protection for property owners and insufficient manpower for effective enforcement of adopted ordinances allow blighting influences to persist in residential neighborhoods. Each community should review the adequacy of local ordinances, adopt new ordinances when necessary, and see that they are all adequately enforced.

(c) Technical and Material Assistance. Many of the properties needing repair or rehabilitation are owned by persons who cannot afford to hire professional craftsmen to do the work, but are unable to perform the work in compliance with local codes. These persons often need technical guidance from a professional on proper construction and may need help in securing a loan and obtaining the tools and materials necessary to upgrade their property.

Technical guidance and assistance to those making home improvements are only available to a limited extent. It should be more readily available and its availability should be better publicized. This service is necessary as a backup to code enforcement and neighborhood improvement drives.

- . City and County building inspectors now offer some technical guidance to owners making their own repairs, but the volume of inspections required for new construction leaves insufficient time for the supervision that unskilled home repairers need.
- Additional inspectors assigned to promote and assist property owners with the repair or rehabilitation of their units would substantially assist in a conservation program. Where a

jurisdiction has only one inspector or has to contract for one this service might prove infeasible. By pooling resources, the cities unable to provide this service might contract with the County for it, possibly through the central housing office.

- . Nonprofit service organizations (such as Self-Help Enterprises) expand the concept of technical assistance to include assistance in securing a loan, selecting tools and materials, and education on home management. This broader approach is needed to assist owners in code compliance and home improvements.
 - Self-Help is now only involved in assisting in the construction of new units in Stanislaus County, but in Tulare County they are trying a pilot project of helping owners rehabilitate existing units. Self-Help housing starts have slowed down considerably in the past year and their expertise is being underutilized. Member governments should encourage and assist Self-Help to provide their services to owners rehabilitating existing as well as those who are building new homes. Special revenue sharing funds might be pooled by the cities and County to support this effort.
- . Church, charitable and civic groups should assist needy families to rehabilitate their dwellings and should work with professional craftsmen to provide technical and material assistance within their community.
 - Professionals and concerned organizations do provide some assistance but the need for assistance is much greater than is provided. Each community should encourage these groups to assist needy homeowners during the fall and winter when new construction slows. The central housing office should actively solicit this assistance and help direct these groups to families in need.
- . A tools cooperative or loan program should be made available to citizens engaged in repairs or rehabilitation undertaken in conjunction with a code enforcement or neighborhood improvement project.
 - The City of Fresno, in conjunction with its Model Cities Program, provides a tools lending program through its Community Conservation Corps. The Corps purchases, inventories, and lends "hand tools" or a type necessary or useful in the maintenance and housekeeping of private properties to private persons in the Model Neighborhood in order to aid them to improve their properties."

While Model Cities funds are no longer available to this area, Special Revenue Sharing Funds (when available under the Housing and Community Development Act) can be used for such a program.

- . High school vocational courses in building construction represents an additional resource that could be tapped to aid the needy with essential home repairs and instructors should be encouraged to offer adult education on home repairs to residents of the school district in the evenings.

(d) Financial Rehabilitation Assistance. The conservation program must take into account those property owners or purchasers who need financial assistance in order to rehabilitate their property. When commercial home improvement loans are prohibitively expensive, unavailable, or the property owner does not qualify, then alternative financing should be developed.

Financial assistance can entail anything from helping a property owner qualify for a commercial loan, to offering subsidized low interest loans, to making outright grants for home improvements. All types of financial assistance are needed and most require a cooperative effort by the public and private sectors. The following options should be considered:

- . Insurance for home improvement loans which lenders would normally rate unacceptably risky would help many property owners whose credit has improved or whose property is in an "undesirable area".
 - The Modesto Board of Realtors negotiated for a home improvement loan insurance fund to secure loans offered by a local lender to lower income clients. The program was not initiated due to conflicts over the course of action to take in case of default and foreclosure, but it was a feasible program in June 1972 and should be considered again. Support by local governments and their participation might help bring this program into operation.
 - Private lending institutions can make home improvement loans in situations that represent higher than normal risk by pooling their assets and spreading the risk.

SAMCO (Savings Associations Mortgage Co., Inc.) makes these higher risk conventional loans available by spreading the risk among its 27 member stockholders. At present the SAMCO loans only cover resale-rehabilitations and are not yet available in Stanislaus County. The commercial home improvement loans offered by SAMCO would benefit a significant portion of the population which can not now qualify for these

loans. Local backing, both public and private, is needed if we are to have the benefit of SAMCO's services.

- . Subsidized home improvement loans or grants are needed for property owners who are unable to qualify for market rate loans. The subsidies may come from the public or private sector.
 - Federal aid could be available from the Housing and Community Development Act of 1974.
 - State aid is proposed for home improvement loans, but the bills are still pending.
 - Revenue sharing funds, although eligible, are not being used locally to subsidize home improvements. Special revenue sharing funds could be used, but local governments must prepare now to apply for and use these funds.
 - Commercial lenders could provide the subsidies needed for these home improvement loans. A community development corporation (CDC) could be set up and funded by local organizations to stimulate and subsidize home improvements and economic development in the areas with declining or stagnant growth. The Citizens and Southern National Bank of Atlanta, Georgia set up its own CDC in 1968 and has demonstrated the practicality of this approach.
 - A revolving loan fund is needed to cover those essential home improvements in the \$200 to \$3,000 range which low and moderate homeowners are unable to finance at reasonable terms. This too could possibly be done with funds obtained pursuant to the Housing and Community Development Act of 1974.

(e) Redevelopment Projects. When residential deterioration and blight have reached the point that an entire neighborhood or community needs redevelopment, a redevelopment project would be better suited to upgrading the units and neighborhood than would spot rehabilitations.

Commercial and residential improvements would need to be matched by public improvements designed to make the project areas more attractive for both residential and commercial investment.

- . There is a possibility that funds will be forthcoming from the Housing and Community Development Act of 1974 for community improvements. In addition, the possibility of obtaining funds from the Economic

Development Administration and utilizing revenue sharing funds should be explored.

-- These funds could be used in special instances to extend water and sewer lines and curbs and gutters to lower income residential areas which form unincorporated islands within the cities of this county. The emphasis, however, should be on conserving the community's stock of lower income dwellings and the neighborhood.

2. Housing Services

The community's housing needs include far more than the basic need for adequate shelter at a reasonable price. Deterioration is often referred to as the result of a "people problem" and homeowners, landlords, and tenants all encounter responsibilities and difficulties which stem from their owner and tenant situations.

Each community must recognize the need for services to supplement the consumer's physical housing needs. When these services are not available the citizenry will experience difficulty in meeting their full housing needs.

The housing services most frequently recognized as valuable include information on agency assistance, counseling and training on home management and repairs, legal assistance, consumer remedies, and emergency housing needs. The community's less educated and lower income citizens will generally have more need for these housing services than will other citizens. This indicates that most of the needed services will have to be provided by government or community service organizations rather than by the housing industry and private market. Services throughout the county should be centrally coordinated.

The housing services which are needed fall into four basic categories: information, education and counseling, legal assistance, emergency housing needs, and public services.

(a) Information, Education, and Counseling. Building and health inspectors, welfare workers, and others who daily work with substandard housing, low income families, and subsidized housing, all cite the need for home management and maintenance training if conservation of our housing stock is to be achieved and the household's circumstances bettered. This is particularly true for first time homeowners.

In addition to this training, owners and tenants frequently need counseling or information on their rights and responsibilities and need assistance in finding the local agency which deals with their particular need or the available resources.

The counseling, training, and information services offered by various agencies and organizations overlap to some

extent, but the greatest need is to make these services more widely available rather than to separate the tasks. This requires making the services available to all citizens and providing the staff or volunteers needed.

- . Information on locating housing services and resources should be readily available to all citizens through a central housing office.
 - Information and referral services are offered by the County Housing Authority, the Realtor's Housing-Problem Hotline, the two Legal Aid offices (SCLA and CRLA), and by other public agencies. All public employees should be aware of these services. The central housing office should help promote the public's awareness of these services and help coordinate them with other services being offered.
- . Home maintenance and management training should be available to all citizens and actively publicized and encouraged. For those receiving public homeownership or rental subsidies this training should be mandantory.
 - This would benefit both the recipient and the community. The agencies now providing this service (County Welfare and Health, the Housing Authority, and U.C. Davis Home Extension Program) should coordinate and offer this training in neighborhood centers close to those needing it.
- . Counseling services in the areas of homeownership, tenant--landlord and consumer problems are generally a time consuming activity and should be provided with adequate staff to respond to citizens' requests. The availability of these services should be actively publicized.
 - No agency is now set up to offer the public these much needed counseling services, but the County Housing Authority staff has experience in these areas and it should be considered a logical agency to be allocated resources so they can provide these services. This would free the legal aid offices to focus on legal problems and the County Consumer Coordinator's office could focus on consumer education.
- . The County Consumer Coordinator's office should undertake public education efforts on home purchasing and management, tenant and landlord rights and responsibilities, and on the housing services and resources available.

- . The police and fire departments throughout the county should become more involved in educating the public on burglary prevention, security, and fire safety.

(b) Legal Assistance. Many consumers encounter situations requiring legal advice or services. The majority of these can afford to pay for a private attorney's services, but many low and moderate income families and individuals cannot afford private services. For these citizens there should be alternative forms of legal assistance available.

Support the Stanislaus County Bar Association's efforts to make legal services available to citizens at all income levels and support the continuance of Stanislaus County Legal Assistance and California Rural Legal Assistance efforts to serve low income citizens.

Each city and the County should actively support all efforts to make legal services available to citizens at all income levels.

- . Each community should be made aware of the efforts of the Stanislaus County Bar Association to make low cost legal advice available to citizens at all income levels through the Lawyers' Reference Panel.
- . Each community should actively support the continued efforts of Stanislaus County Legal Assistance and California Rural Legal Assistance to provide legal services to lower income citizens. When necessary they should officially support the provision of these services and so inform the funding agencies.

(c) Emergency Housing Needs. Each community should recognize the need for services to its citizens encountering disasters such as the sudden loss of a home due to fire, flood, or other disaster. Each community cannot of course meet all such needs, but should assist in seeing that such needs are satisfied.

- . Temporary housing should be available for families and individuals suffering a sudden loss of shelter or who are unable to secure housing in an emergency situation.

-- At present the Salvation Army makes available two rooms in the Hughson Hotel for those needing emergency shelter, primarily transients. The Housing Authority is the only other source of such housing.

The City of Fresno purchased an old 33 unit motel which it offers as emergency housing to transients and residents of the area for periods up to one month.

- . Relocation services for households being displaced by public actions should be available to assist these citizens in finding and moving to new dwellings.

- At present each jurisdiction's CAO is responsible for this, but the task of counseling the displaced households should be a function of the central housing office or the County Housing Authority.

- (d) Public Services. The need for services such as police and fire protection increases with greater residential density. Local governments must recognize the growing need for these services and for such services as transit and health care.

Each jurisdiction should work actively with those organizations studying and planning for the needs of its residents. The orientation should be toward the efficient utilization of services and seeing that the community's main needs are met.

- . A central housing office should be established to coordinate and assist each community in the county with its efforts toward improving housing conservation, production, and services. This office would orient its efforts toward garnering resources needed by local governments and the housing industry and promoting a more efficient utilization of these resources. The office would help establish programs for sharing technical staff services between jurisdictions where needed.

Each jurisdiction should encourage developers to consult with fire and police departments when designing new residential developments to ensure that future problems with fire safety and security of the property will be minimized.

- . Medical and dental health services should be made more easily accessible to those areas in which client need is high but service facilities are relatively inaccessible.

- While better transit services could meet part of the need, mobile medical and dental clinics should be considered by the County as a means to provide preventive and out-patient health services. Publicly funded mobile health units have been successfully used in Fort Worth, Texas to serve disadvantaged neighborhoods and could be used here to serve rural neighborhoods. Perhaps the local medical and dental societies can muster volunteers who would offer a day's service in the mobile unit every few months.

- . The transit and transportation needs of each jurisdiction are being studied by the Stanislaus Area Transportation Planning Advisory Committee (SATPAC).
- . Urbanized residential areas should be encouraged to annex to the cities they border so that basic police and fire services can be provided more efficiently.

3. Housing Production

The need within Stanislaus County for new housing units is strong and growing.

- Consumer demands are changing and the market must respond by producing new housing alternatives.
- More total units are needed for new households being formed and the families and individuals moving into this county.
- Lower income consumers depend on the older units that higher income consumers vacate when they move to new dwellings.
- Units lost through deterioration, disaster, and other causes must be replaced.
- The special housing needs of the elderly and handicapped require greater attention than has been given in the past.

The housing industry responds well to effective marketplace demand in its production of homes and apartments, but does not produce units for the marginally profitable moderate income market and is economically unable to produce truly lower cost housing. Means of increasing the number of low and moderate priced units available are needed.

The cost of new housing can be lessened only by lowering the costs of construction and development or by lessening the financing costs. These two areas are addressed separately.

-- Construction and Development.

The savings sought should not only be through higher density and lower labor, materials, and production costs. Builders must also consider efficiency of operation by the homeowner and the unit's ability to preserve its value.

-- Finance and Subsidies.

Financing should be available for the production of units needed at all price levels. Government subsidized units will be needed for low and moderate income consumers.

- (a) *Construction and Development.* The nature of unmet housing demands varies from community to community, but in most instances the greatest need is for low and moderate priced housing. Each jurisdiction should encourage and assist the production of housing units at all price levels they are needed.

The cost of new units can be lowered through savings associated with higher density and lower labor, materials, and production costs. These must be weighed against the longer range savings associated with economy in the unit's operating costs and the maintenance of property values.

In addition to measures which would lower housing costs, each jurisdiction should review its building codes, subdivision regulations, and zoning ordinances to ensure that developers and individuals are allowed reasonable flexibility and freedom to initiate and develop new types and styles of residential units and developments.

- . Each jurisdiction should explore new planning and zoning techniques which may contribute to a reduced housing cost without serious damage to the high standards established. Particular attention should be given to density and siting restrictions which unnecessarily increase the cost of new housing. The following options should be considered:
 - Up to 20% of the units in R-1 zones should be allowed on lots of 45,000 square feet or more as long as the units encompass 1200 or fewer square feet. This would apply to both new subdivisions and existing residential blocks.

A 6,000 square foot lot is not necessary for smaller dwellings and serves only to restrict moderate income home purchasers from the new home market.
 - Duplexes should be allowed on corner lots in R-1 zones as long as they meet other R-2 zone requirements.
 - Three and four unit dwellings should be allowed on the periphery of R-2 zones, except on those sides abutting R-1 zones, and on corner lots within the R-2 zone, provided that such three and four unit dwellings otherwise meet the standards required of them.
 - Each jurisdiction should consider an R-T (Residential-Trailer) zone so that mobile home owners will have the option of permanently affixing their homes to their own lots instead of having to rent space in

a mobile home park. The minimum lot sizes could start at 4,000 square feet and all other R-1 or R-2 standards could apply.

- Developers of moderate priced and sized units within a planned development should be allowed to build at the lot line between units as long as reasonable access to the rear of the unit is provided for fire safety on the opposite side of the unit. This would make greater density possible without the effect of inordinate crowding.
- Greater density could be achieved in R-1 and R-2 zones if clustered dwellings were allowed to have common garages. At present, this is only allowed in Planned Developments which require a minimum of one acre.
- . Each jurisdiction should examine, amend, and coordinate if necessary, the housing and construction codes to assist innovations in construction of new housing stock. New units should be allowed to conform either to the prescriptive or performance sections of the building code.
 - In particular, owner-builders who will themselves occupy the completed single family structure in specified areas should be allowed to meet performance codes as long as their structure does not endanger adjacent structures, does not jeopardize the health and safety of occupants or neighbors nor sacrifice quality or potential longevity of the property. Any and all such variances from the building code should be duly noted and clearly recorded on the property title documents at the County Recorder's office.
- . Owner-occupants in R-1 areas close to the center of each city should be allowed to provide their existing structures with separate bath facilities in order to take in up to two boarders if they so desire and the boarder facilities comply with the housing code.
 - This would afford the elderly, students, and other single persons an opportunity to live closer to the facilities they most frequently travel to and allow the homeowners to offset their housing expenses and make use of underutilized dwelling space.
- . In order to provide opportunities for citizens to devote their own labors as a part of the cost of housing both technical assistance and counseling should be available and publicized. Many prospective homeowners decide against the owner-builder alternative because of the complexities involved and unfamiliarity with the procedures and tasks required.

- A course of instruction should be made available to the general public which would prepare them to act as their own general contractor or to perform much of the labor needed during construction.

The course could be offered as a Junior College extension course at night or by the staff of Self-Help Enterprises on a fee basis to families interested in building their own dwelling but unwilling to participate in a cooperative home building group. Information on obtaining construction loans, building permits, and other requirements should be included.

- Technical assistance should be available to owner-builders during construction to ensure that their unit conforms to local building standards. This would require additional building inspectors or professional craftsmen being available on a fee basis.
- . Encourage new housing to locate in areas provided with services (roads, schools, sewer, water, utilities, parks) before expanding into unserved areas.
 - Areas in which services are provided, but which are underutilized, cost the taxpayers in carrying costs. At the same time, housing developments in agricultural areas which lack services, impose a large and sudden tax burden on existing residents to pay for the capital expenditures which are quickly needed. An equitable way should be found to reward new developments located in areas with existing services and at the same time to discourage development in inserved areas.
 - One suggestion would be for a local jurisdiction to impose a high "bedroom" assessment on new housing scaled to the existence or absence of community services. The assessment would be added to a fund and interest would be compounded. It could then be withdrawn over a period of twenty or thirty years and would help the homeowner in payment of his property taxes. The assessment would also help the local government to quickly provide the homeowner with the necessary supporting capital improvements. However, revelation of the cost of these services which are usually deferred through years of property tax payments might severely retard new housing starts in undeveloped areas.
- . Realistic use should be made of Section 106 of the Uniform Building Code which allows alternate materials and methods of construction.

-- Very few builders use this section of the Code, partially because of anticipated construction delays and unknown final building costs. However, if commercial builders and owner-builders were encouraged to use this process, substantial time and financial savings would likely develop. If the Building Official relies upon an Appeals Board for a decision, the Board should not exclude architects and engineers.

(b) Finance and Subsidies. Units are needed to house those low and moderate income consumers who cannot reasonably afford the market prices being asked for the existing housing stock. Financing should also be reasonably available so that each community's residents can produce or purchase the type and style of unit they desire in the location they wish.

Implementation:

Each jurisdiction must stay abreast of its citizen's housing needs and work with builders, lenders, and realtors to see that these needs are being met.

- . Each community should support the efforts of the Housing Authority to see that the housing needs of the low and moderate income families and individuals are met. The needs of the elderly, disabled, and of farm laborers should receive special attention. Their housing should be located where accessible to health care facilities and where they might work.
- . Each community should support the efforts of private sponsors of government subsidized homeownership and rental units, but should see that these units are developed in accordance with the jurisdiction's plans for meeting its citizen's low income housing needs.
 - The A-95 Notice of Intent should be used by the jurisdiction to see that government assisted units are adequately dispersed throughout the community and that those who buy or rent under such a program receive necessary home maintenance and management training.
- . Each jurisdiction should work with builders and lenders to ensure that units are available to the community's middle income citizens as well as to consumers in other income categories.
- . A "Residential Preservation Program" could be developed by local governments which would defer property taxes on homes until the time of sale or transfer. The program would be designed to aid property owners in the

payment of their taxes and would defer the deterioration of neighborhoods since their value as separate commercial properties would likely increase faster than as residential properties. The program would be self-supporting since the deferred taxes, plus interest, would be paid at the time of sale or transfer.

Many older persons with fixed incomes are forced to sell their homes which happen to be located near commercially expanding areas because of high land assessments and subsequently high property taxes. The buyer then allows the house to depreciate until it can be razed and the lot cleared for commercial use.

A local government (or private organization with the cooperation of a local government) could create a foundation designed to assist in the payment of property taxes. Through a voluntary and annually renewable agreement between the foundation and the owner, the foundation would pay property taxes in excess of a mutually agreeable amount. Until the time of contract termination an account would be maintained on each parcel of taxes paid, plus compounded interest due. The owner would be required to maintain his property.

At the time of termination, sale, or transfer, the amount owed by the owner to the foundation would be paid from any capital gain realized. Capital gain would be established as the difference between the sale price and the assessed value, plus a capitalization rate. In the event of sale or transfer a participating city or county would have a first right of refusal.

Moreover, if the amount of deferred property taxes were in excess of the capital gain, the difference between the gain and the deferred taxes would be forgiven upon the assumption that an error in assessment occurred; or, if this were unacceptable, a percentage of that real profit in excess of the above mentioned capital gain could be paid to cover administrative costs and also to cover those situations in which a capital gain was not realized.

4. Community Design and Policy

Each community desires the most enjoyable and functional residential environment possible along with the freedom to develop the type and style of housing they prefer and can afford. The general plan process can bring about the achievement of this goal if the planning elements reflect the community's desires and local government develops means to implement the plan and monitor the achievement of the plan's goals.

At every step in the drafting and revision of general plan elements it is necessary that the cities and County develop the planning process so that interested citizens and organizations will have an opportunity to voice their suggestions and disagreements with the proposed plan.

- . The drafting of general plan elements should be published in the news media to inform the citizenry of its purpose, the time table for its completion, who to contact to make comments on the plan, and the proposals being considered. Local government's desire for citizen input into the plan should be actively publicized.
- . As each general plan element is developed or revised, care should be taken that its goals and policies are consistent with the goals and policies expressed in other elements. All elements should be reviewed every two years to ensure that they are consistent.
- . The County and larger cities should develop neighborhood plans for both their developing areas and established neighborhoods. Such plans can help the Planning Commission determine the best means to bridge the gap between the general plan's broad brush approach to future growth and development and the specificity of the actual zoning.

Neighborhood plans should be developed not only for growth areas, they should be developed for existing residential neighborhoods and the County's unincorporated communities. These plans should focus on conservation of the existing housing stock and preservation (and upgrading) of the residential environment.

- . Jurisdictions should consider future transportation demands when developing a general plan and while making zoning decisions.

Tomorrow's transportation problems might be minimized through application of land use decisions today, thus substantially reducing both the number and length of local trips. Single-purpose zoning places commercial activities, government centers, industrial areas, single family homes, duplexes, and apartments in separate areas. This necessitates lengthy and frequent trips by automobile -- a very inefficient mode for city travel.

Both the traditional American and European cities and many new planned communities allow a mix of housing types, commercial activities, government services, and even light industry. This encourages strong neighborhood identities since each neighborhood contains a good proportion of the housing, services, and jobs that it can support. It encourages the concurrent development of a new area and it goes a long way toward reducing the length and frequency of automobile trips.

Modesto is making a big step in this direction with its attempt to provide each neighborhood with a school, a park, single-family housing, and some commercial facilities. Utilization of planned development zoning can be an effective tool in this effort.

- . Local jurisdiction can help provide a travel network connecting houses, services, and jobs by the creation of safe bicycle/pedestrian paths.

Today most homes are isolated on islands of land surrounded by roads which are controlled by the automobile and the only safe way to get to another non-contiguous parcel is by use of the automobile. We might both reduce transportation demands and provide greater neighborhood amenities by planning now for the provision of a coordinated bicycle/pedestrian system.

The current American joke of a harried 104 pound woman who uses a 4,000 pound, 300 horsepower machine to drive one mile to a supermarket for a quart of milk is becoming less humorous with the passage of time. Even in small cities dependence upon the automobile has been steadily increasing -- at a time when the problems with air pollution and petroleum availability make a continuation of present patterns, in the most optimistic terms, questionable. Since well more than half of all automobile trips are under five miles, a portion of these might be absorbed by the provision of bicycle/pedestrian networks.

B. THE HOUSING PLAN

1. Policies

In view of the foregoing, the County's housing plan should be based on the following policies:

- . Housing and community development problems transcend jurisdictional boundaries and concerns. Accordingly, an intergovernmental approach should be employed in dealing with such problems. Such an approach should involve not only the cities in the County, but also agencies such as the County Housing Authority, SAAG, etc.
- . Proper urban services, such as police and fire protection, sewer and water service, etc., are essential features of an adequate residential environment. The County is not generally able to provide such urban services. Accordingly, new urban developments should, for the most part, occur within incorporated areas. In addition, the County should encourage residents of unincorporated urbanized areas to annex to adjacent cities if possible.

- . All available resources should be used in dealing with housing and community development problems. Due to the current financial plight of local governments, efforts should be intensified to obtain funds for the Department of Housing and Urban Development, the Economic Development Administration, and the State of California.
- . Housing and community development planning should occur in a planned, orderly manner. Accordingly, a five year program should be formulated and updated annually.
- . The measure described in SAAG's Phase III Housing Element should be evaluated with regard to their feasibility and applicability to the County.

2. Implementation Measures

The following measures should be undertaken during the next year:

- . The application for funds allocated pursuant to the Housing and Community Development Act of 1974 which has been jointly prepared by the County and every city in the County except Modesto should be submitted to the Department of Housing and Urban Development when funding becomes available. The projects described in the application which are not contingent upon federal funding should be completed. These include:
 - Analyzing the State of California laws pertaining to housing and community development and their applicability to Stanislaus County.
 - Studying the feasibility and desirability of a systematic, mandantory housing inspection program, with regard to both the entire County and and specific project areas.
 - Improving citizen participation in the housing and community development program.
 - Establishing and supporting, on a permanent basis, the County's Community Development Advisory Committee.
 - Gathering data, mainly through a special census, and defining specific target areas and developing possible ameliorative programs.
 - Developing possible public improvement projects in urban areas and develop criteria for prioritizing them.
- . A five year housing and community development plan involving all concerned agencies in the County should be formulated.

- . The possibility of amending the County's Overall Economic Development Plan to complement housing and community development efforts should be studied.

APPENDIX

AREAS OF SUBSTANDARD HOUSING IN STANISLAUS COUNTY DURING 1960 AND 1972*

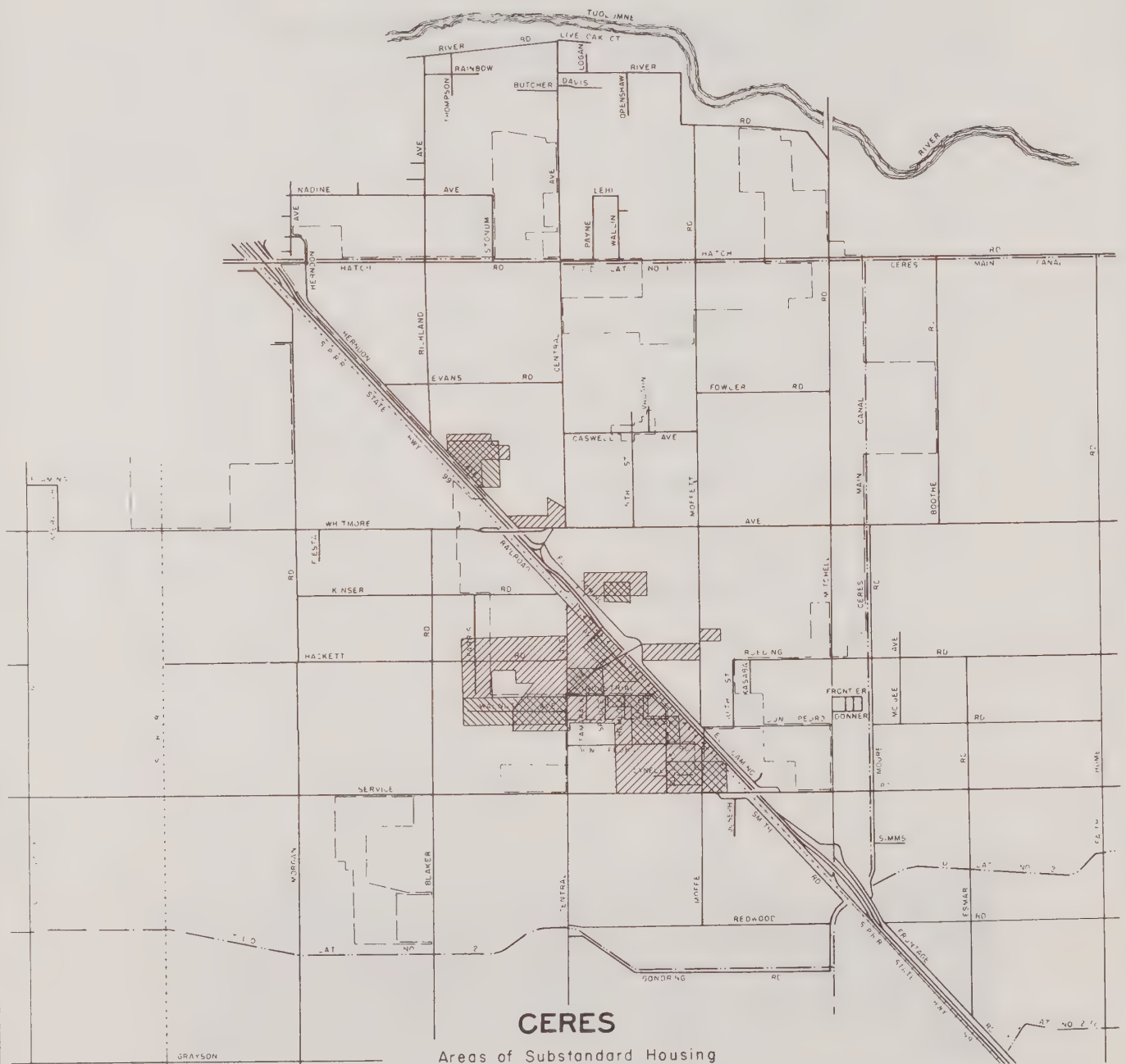
Ceres	A-1
Hughson	A-2
Modesto	A-3
Newman	A-4
Oakdale	A-5
Patterson	A-6
Riverbank	A-7
Turlock	A-8
Waterford	A-9
Empire	A-10
Grayson	A-11
Keyes	A-12
Salida	A-13



*These Appendix A maps depict areas within which a majority of the dwelling structures were judged to be in substandard condition during 1960 and 1972. The criteria used to rate structural conditions varied between the three sources used for these maps and the figures in Illustration III-1. The criteria were, however, substantially the same, and are listed below:

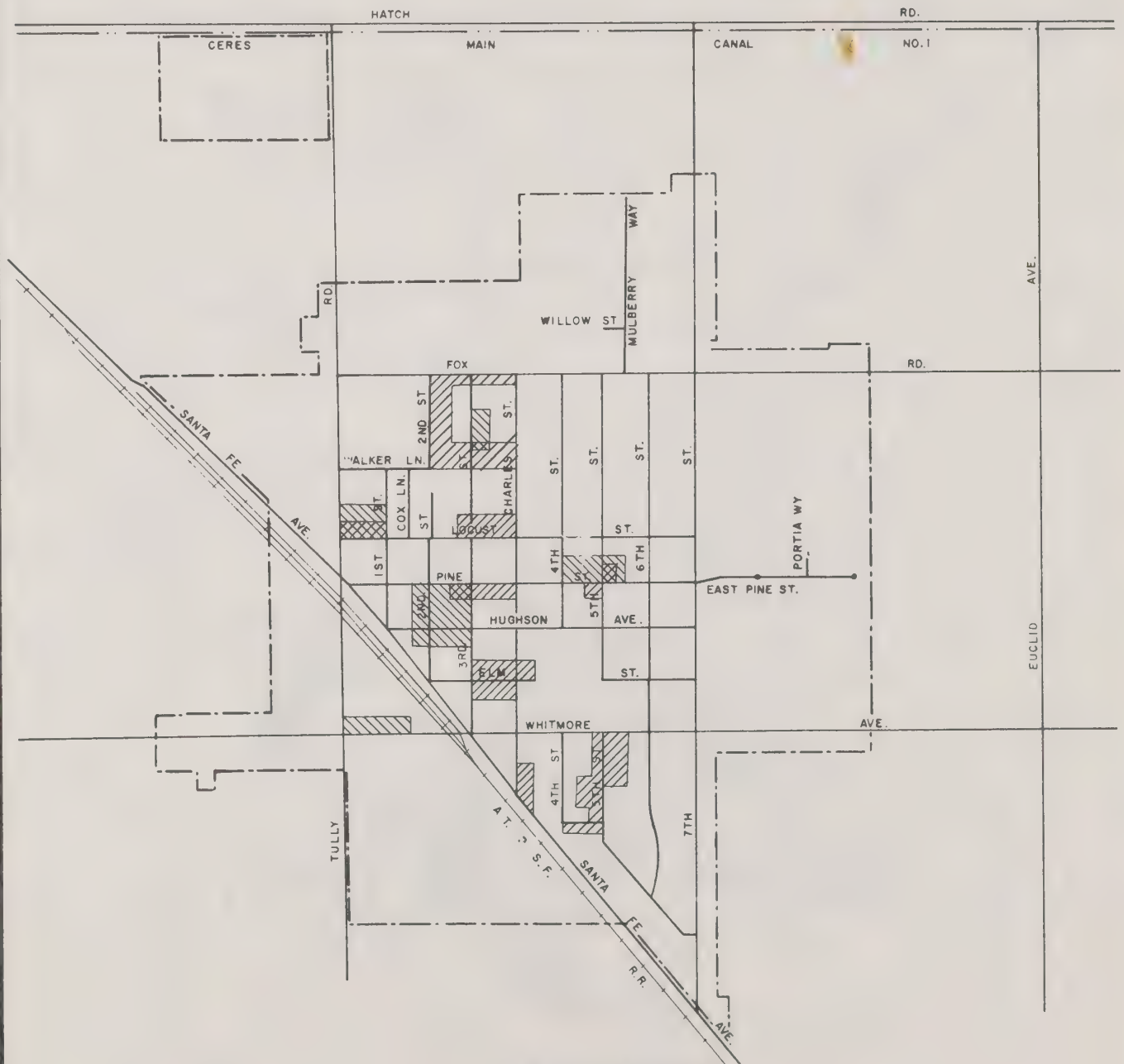
1960 Facing the Facts to Fight Blight

--Stanislaus Cities-County Advisory Planning Committee

This report was the source used to determine which areas were predominantly substandard during 1960. The areas which were identified in 1960 as requiring redevelopment are the core areas depicted on these



-  1960 Blight Report
-  1972 SAAG Land Use Survey



HUGHSON

Areas of Substandard Housing



1960 Blight Report



1972 SAAG Land Use Survey

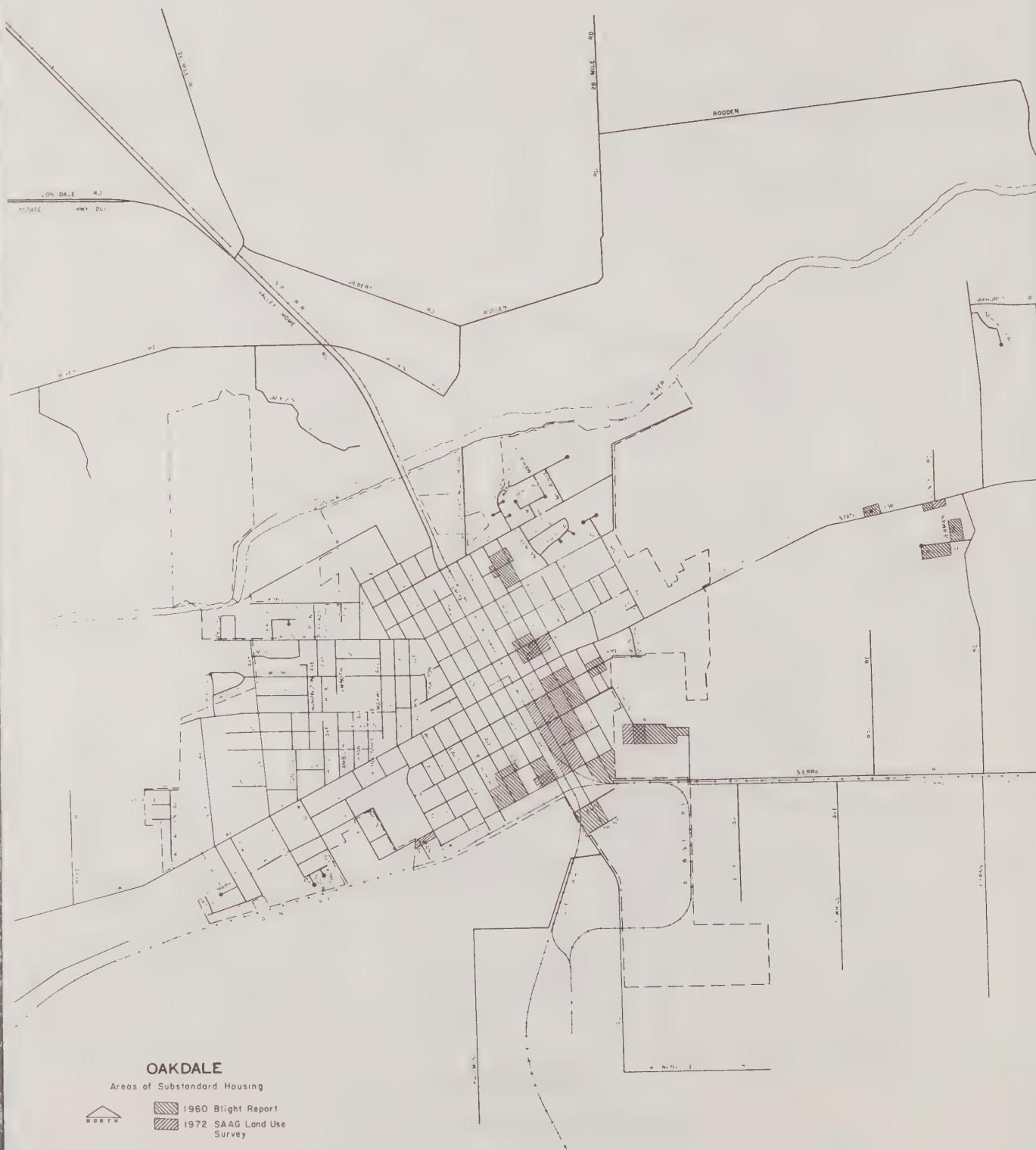


MODESTO

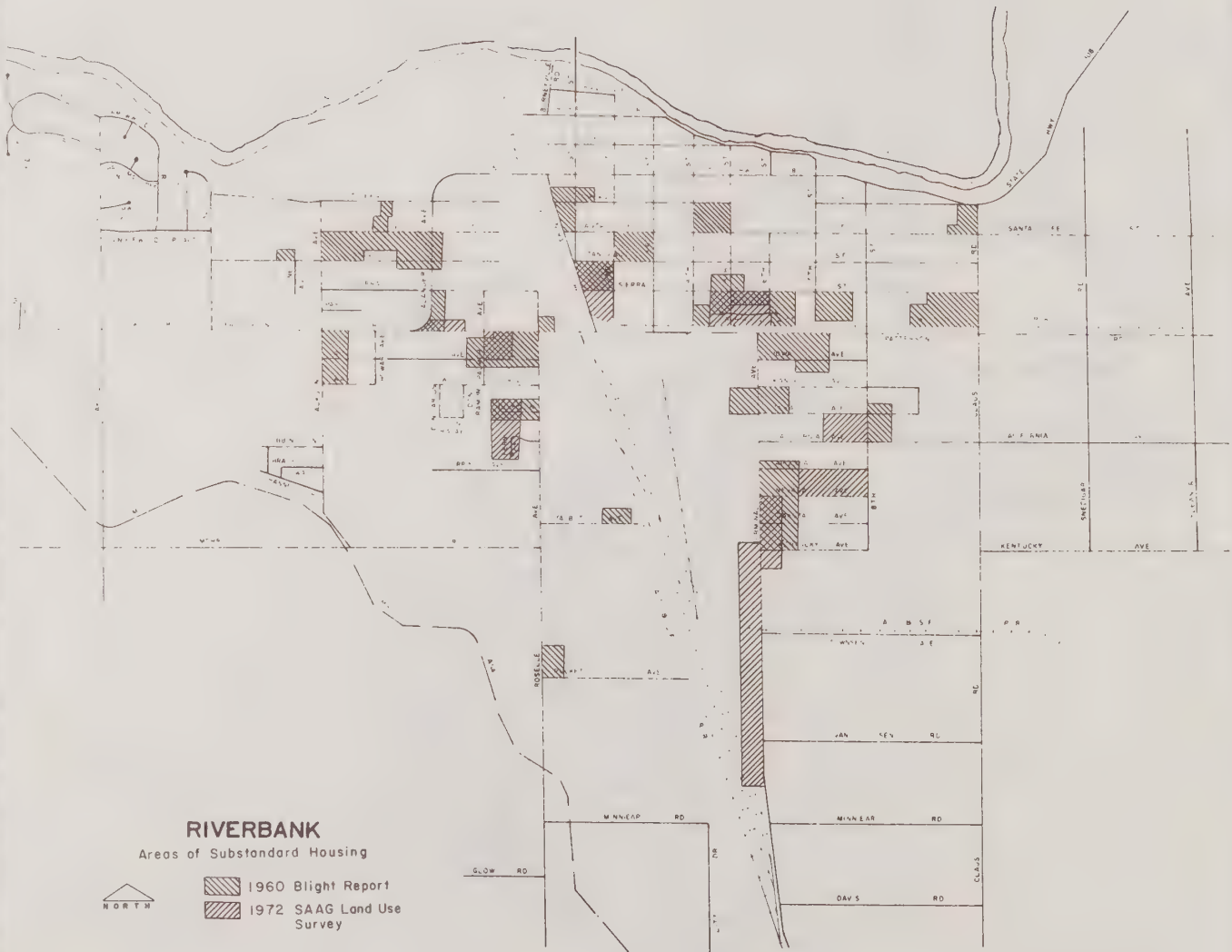
Areas of Substandard Housing



- 1960 Blight Report
- 1972 SAAG Land Use Survey





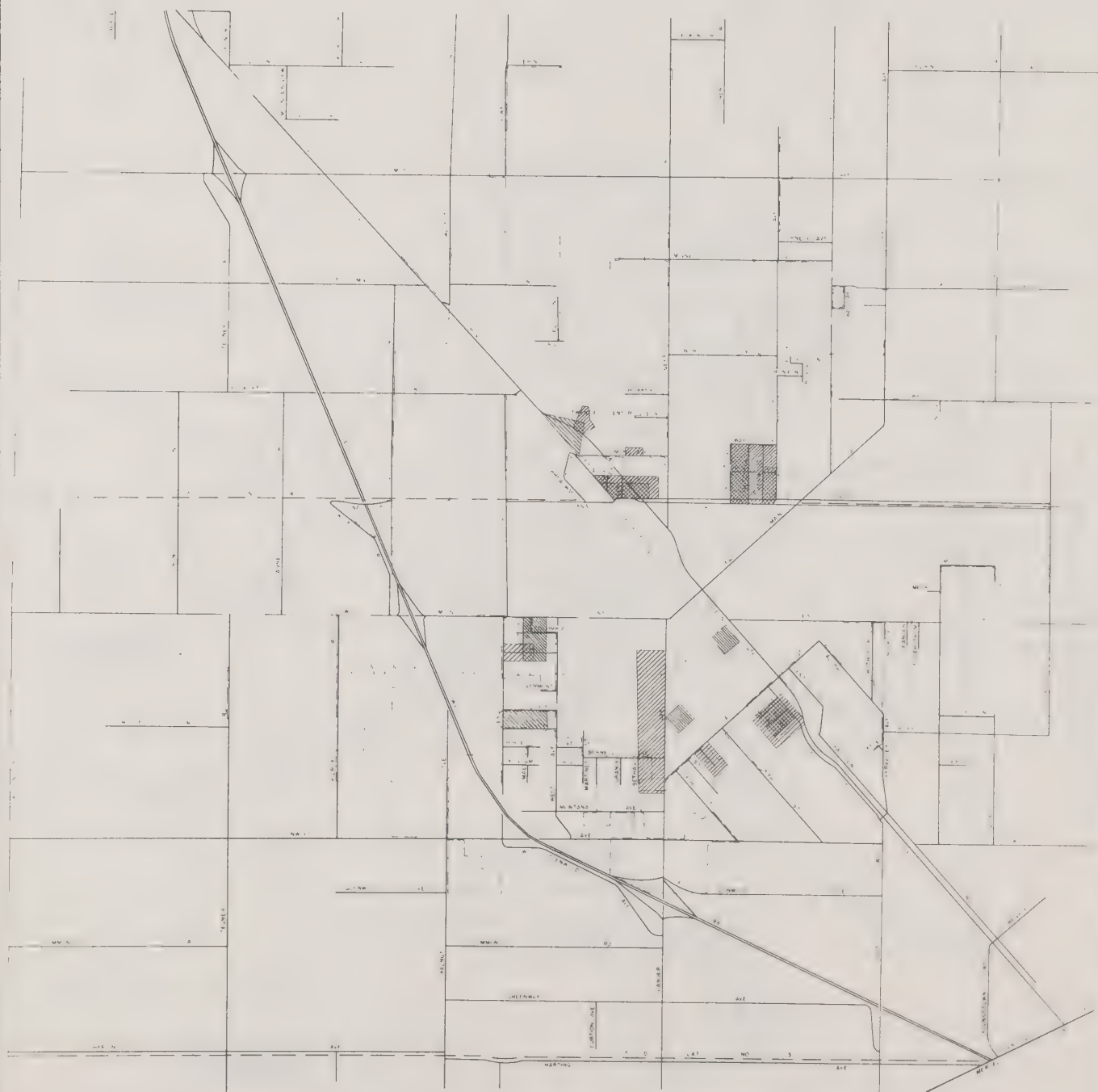


RIVERBANK

Areas of Substandard Housing





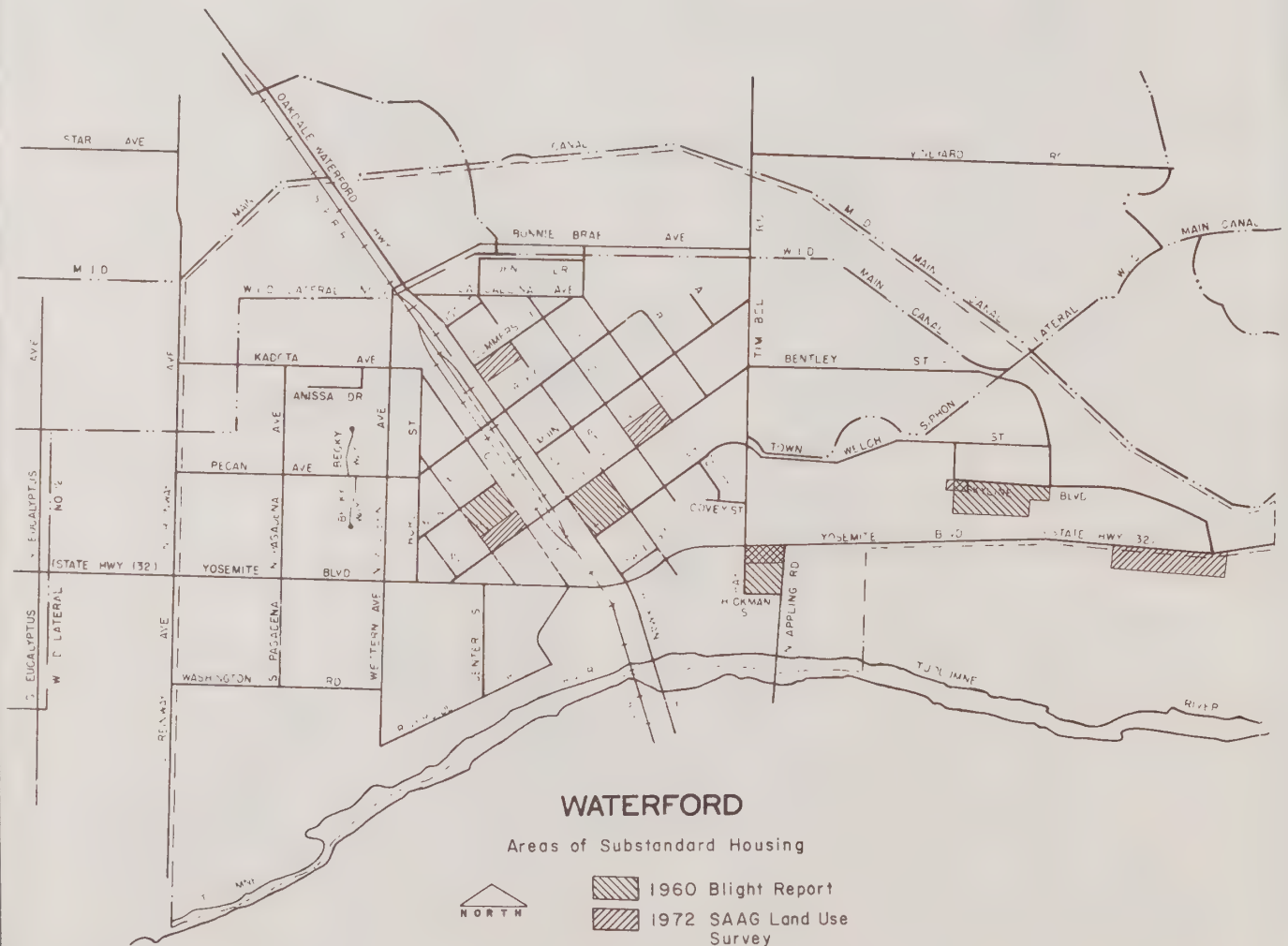
- 1960 Blight Report
- 1972 SAAG Land Use Survey

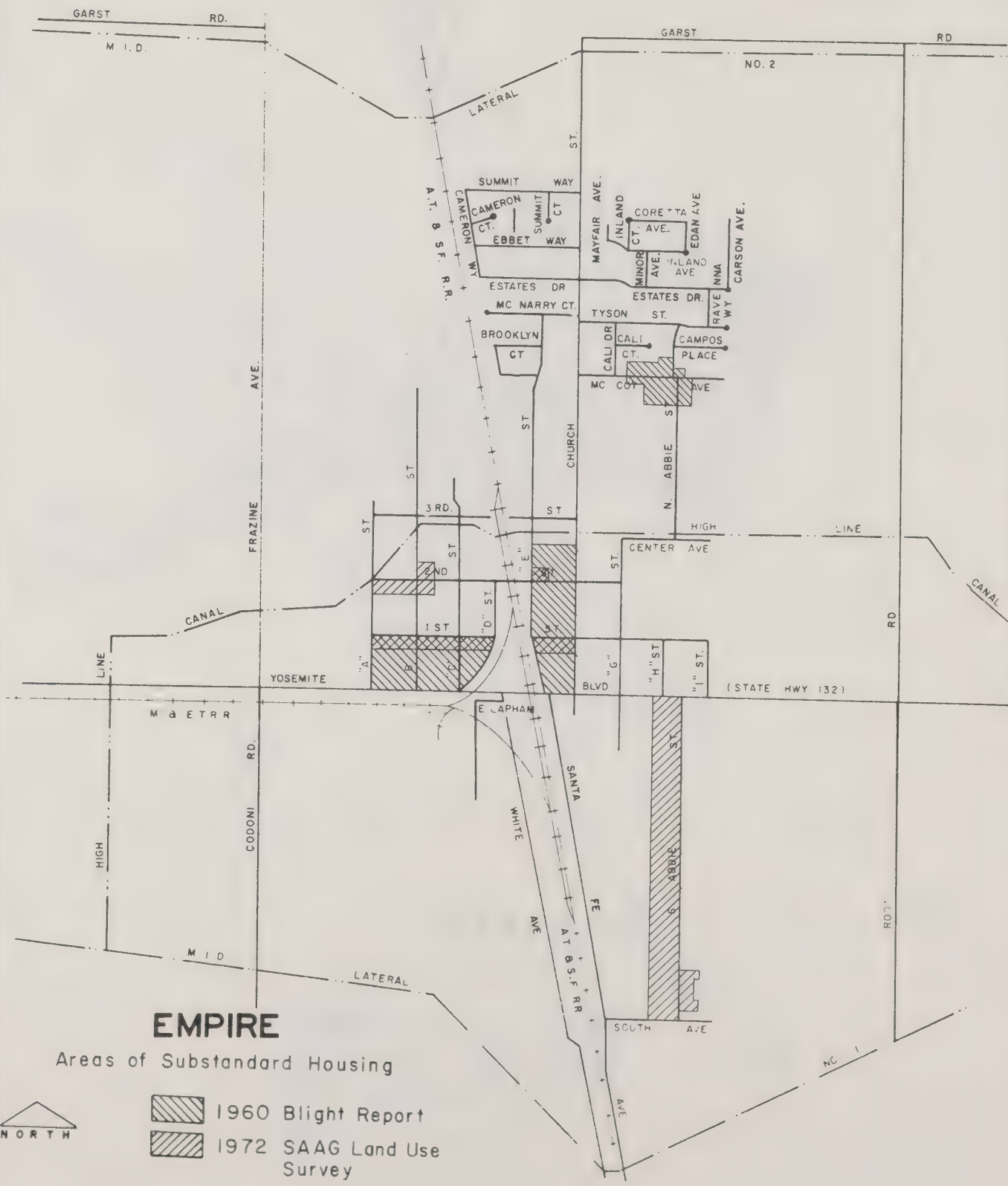


TURLOCK
Areas of Substandard Housing



-  1960 Blight Report
-  1972 SAAG Land Use Survey





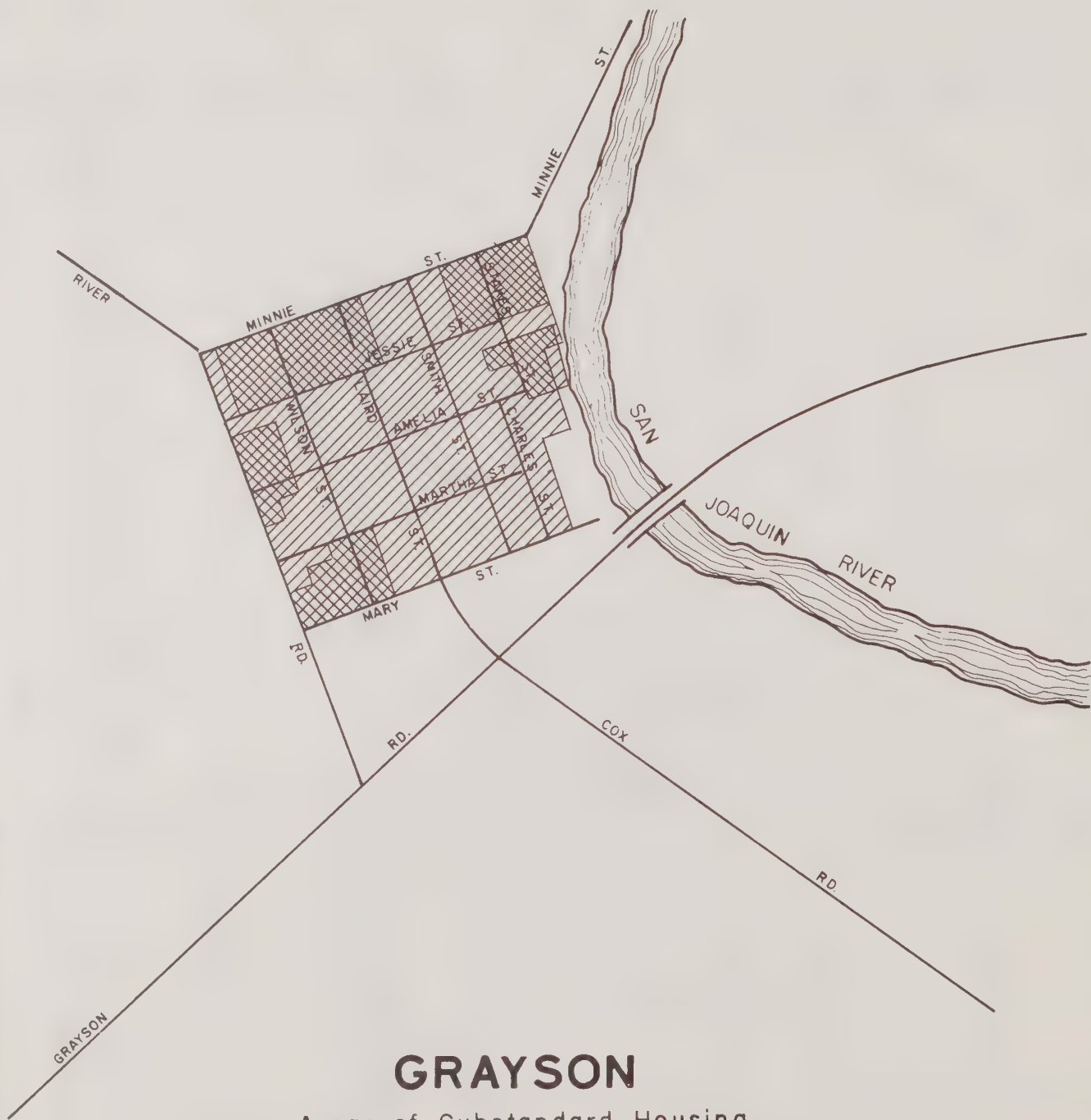
EMPIRE

Areas of Substandard Housing



1960 Blight Report

1972 SAAG Land Use Survey



GRAYSON

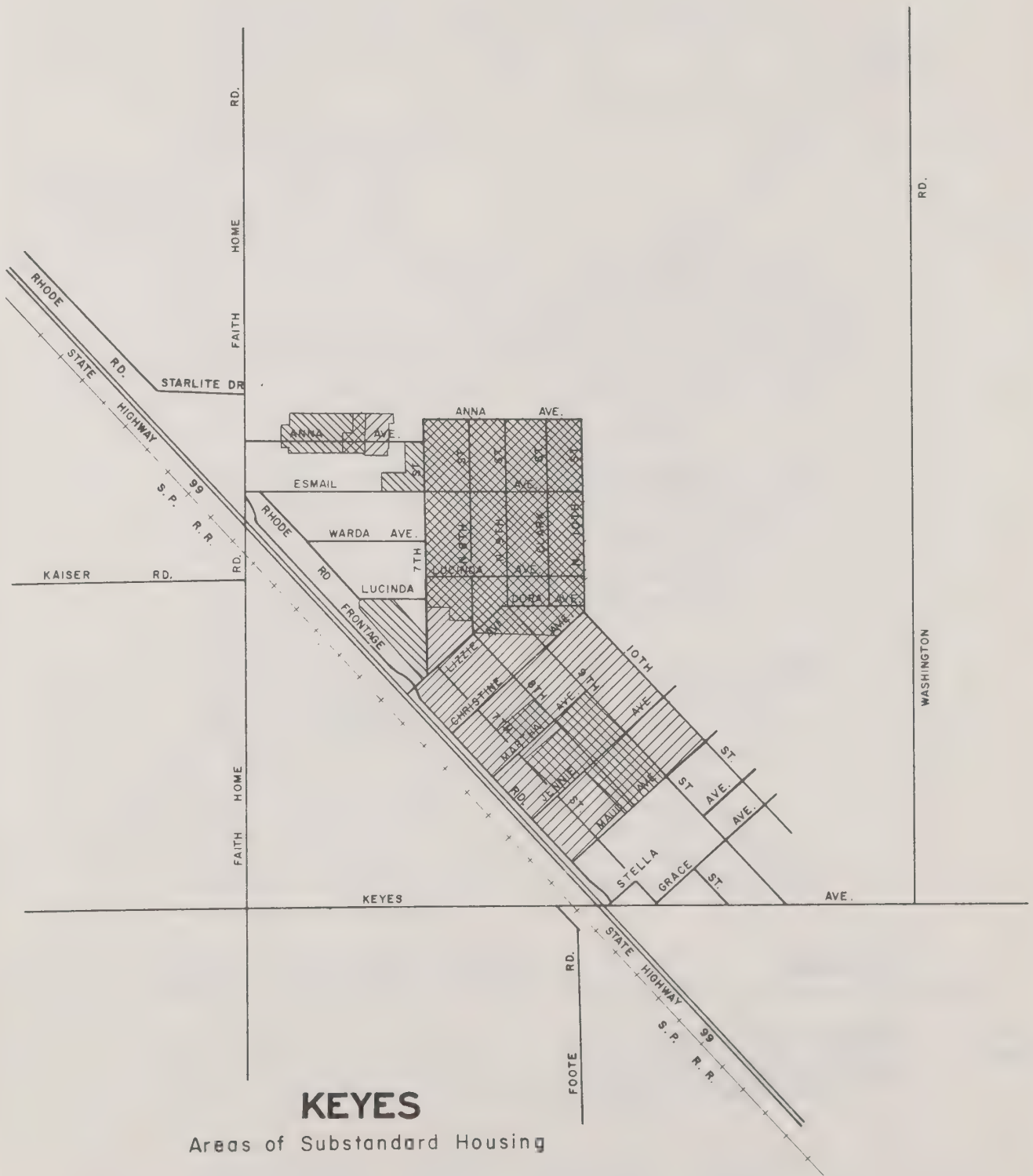
Areas of Substandard Housing

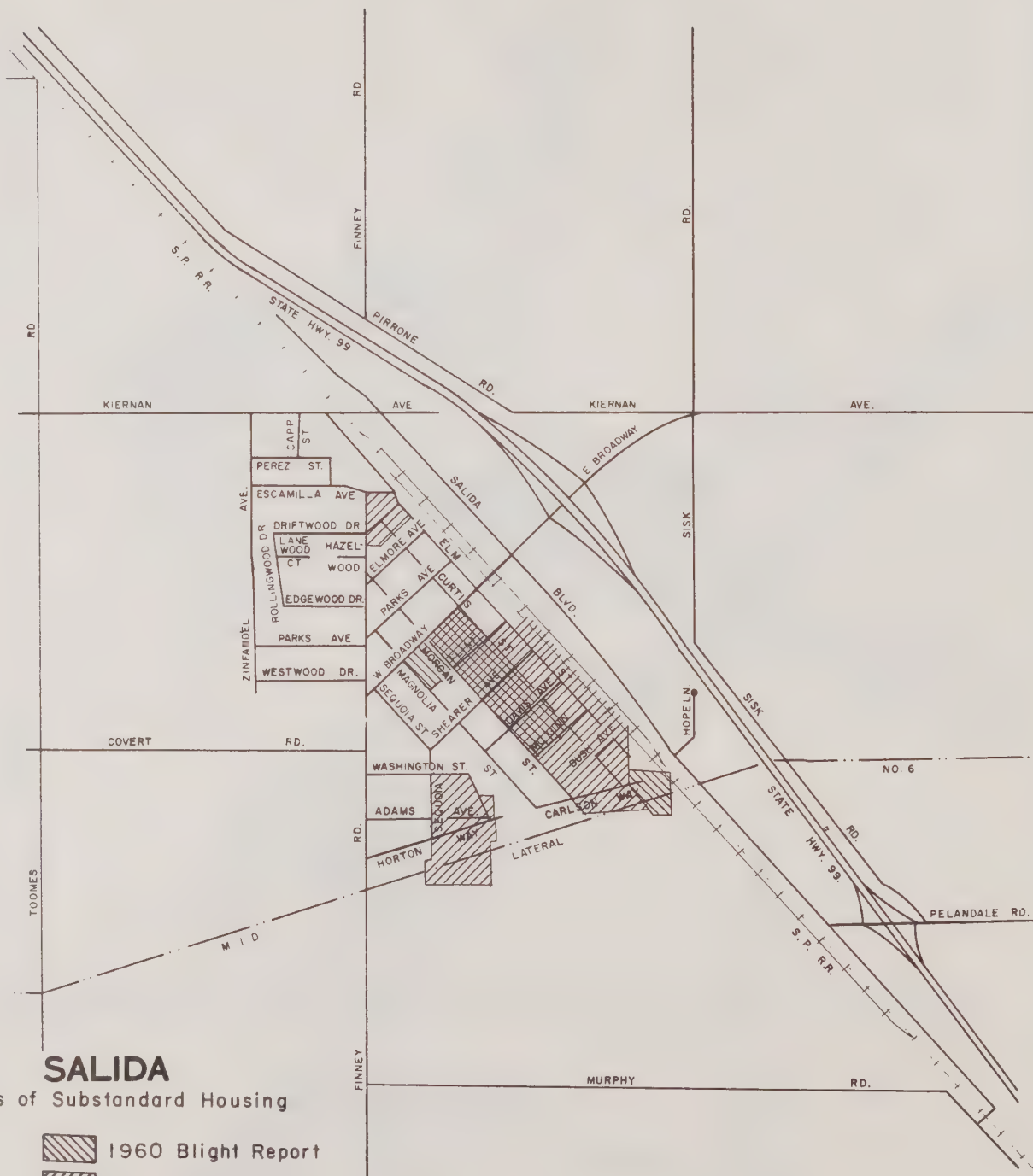


1960 Blight Report



1972 SAAG Land Use Survey





Appendix A maps as having been predominantly substandard during 1960. The criteria used in 1960 as follows:

Rehabilitation Needed - Dwelling structures are deficient in two or more respects; they may be clearly not beyond repair, or may be nearly, but not quite, beyond repair.

Redevelopment Needed - Dwelling structures are clearly beyond repair.

1960 U.S. Census of Housing
--U.S. Bureau of Census

This is the source of the data given in Illustration III-1 on the numbers and percents of substandard dwellings in the County as selected urban areas during 1960. All units judged as either deteriorating or dilapidated in 1960 are listed as having been in substandard condition. The criteria used in the 1960 Census is as follows:

Deteriorating housing needs more repair than would be provided in the course of regular maintenance. Such housing has one or more defects of an intermediate nature that must be corrected if the units are to continue to provide safe and adequate shelter.

Dilapidated housing does not provide safe and adequate shelter and in its present condition endangers the health, safety, or well-being of the occupants. Such housing has one or more critical defects; or has a combination of intermediate defects in sufficient number or extent to require considerable repair or rebuilding; or is of inadequate original construction. The defects are either so critical or so widespread that the structure should be extensively repaired, rebuilt, or torn down.

1972 Stanislaus Area Land Use Survey
--Stanislaus Area Association of Governments

This survey is the source of data for both the Appendix A maps and Illustration III-1. All dwellings judged to be in either condition #3 or #4 are assumed to be substandard. The criteria used is as follows:

Condition #3 (Structural Deficiencies) - Buildings in this category will have structural failings, and in addition may suffer from maintenance deficiencies. Look for sagging porches and sills, deteriorated roofs, severely worn or missing stucco or siding, evidence of obvious neglect.

Condition #4 (Should be Abated) - Buildings in this class should be so badly blighted that any rehabilitation would appear unfeasible. Also to be included in this class are buildings, regardless of how well they are maintained, that appear to have been constructed from substandard materials or using substandard construction.

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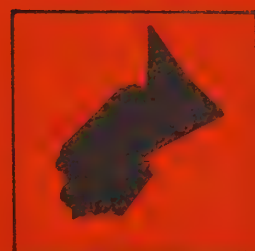
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California Council on Intergovernmental Relations
California Department of Housing and Community Development
Center State Bank
Ceres, California, Building Department
Coast Mortgage Company
Community Action Commission of Stanislaus County
Comprehensive Health Planning Council of Stanislaus, Housing Committee
Farmers Home Administration, Modesto Branch Office
Gene Crismon Real Estate
Greater Modesto Chamber of Commerce
Home Builders Association of Central California
Horn Enterprises
Human Rights Commission, Housing Subcommittee
Modesto, California, Building Inspection Department
Modesto, California, FACE Project
Modesto, California, Fire Department
Modesto, California, Planning Department
Modesto, California, Police Department
Modesto Board of Realtors, Low Income Housing Committee
Modesto-Stanislaus Free Library
Oakdale, California, Planning Department
Project Greater Modesto, Disadvantaged Committee
Project Greater Modesto, Land Use Committee
Riverbank, California, City Administrator
Self-Help Enterprises, Inc.
Stanislaus County, Consumer Coordinator
Stanislaus County, Health Department, Environmental Health Division
Stanislaus County, Planning Department
Stanislaus County, Public Works Department, Building Permits and
Inspections Divisions
Stanislaus County, Welfare Department, Housing Team
Turlock, California, Planning Department
Turlock Chamber of Commerce
U. S. Department of Housing and Urban Development, San Francisco
Regional Office
U. S. Department of Housing and Urban Development, San Francisco Area
Office
U. S. Department of Housing and Urban Development, Fresno FHA Service
Office

STANISLAUS COUNTY TELEVISION ELEMENT

Stanislaus County



PURPOSE OF THE NOISE ELEMENT

Increased urbanization in Stanislaus County has caused more frequent concern as it relates to noise conflicts. Disruption of an individual's activity in many instances is the result of urban uses adjacent to noise generators. The rural-urban fringes within the County have produced the majority of noise intrusions, but as new transportation routes are constructed and more machinery is used in modernized production techniques, noise has rapidly become an increased irritant to the individuals who work and live in all areas of the County.

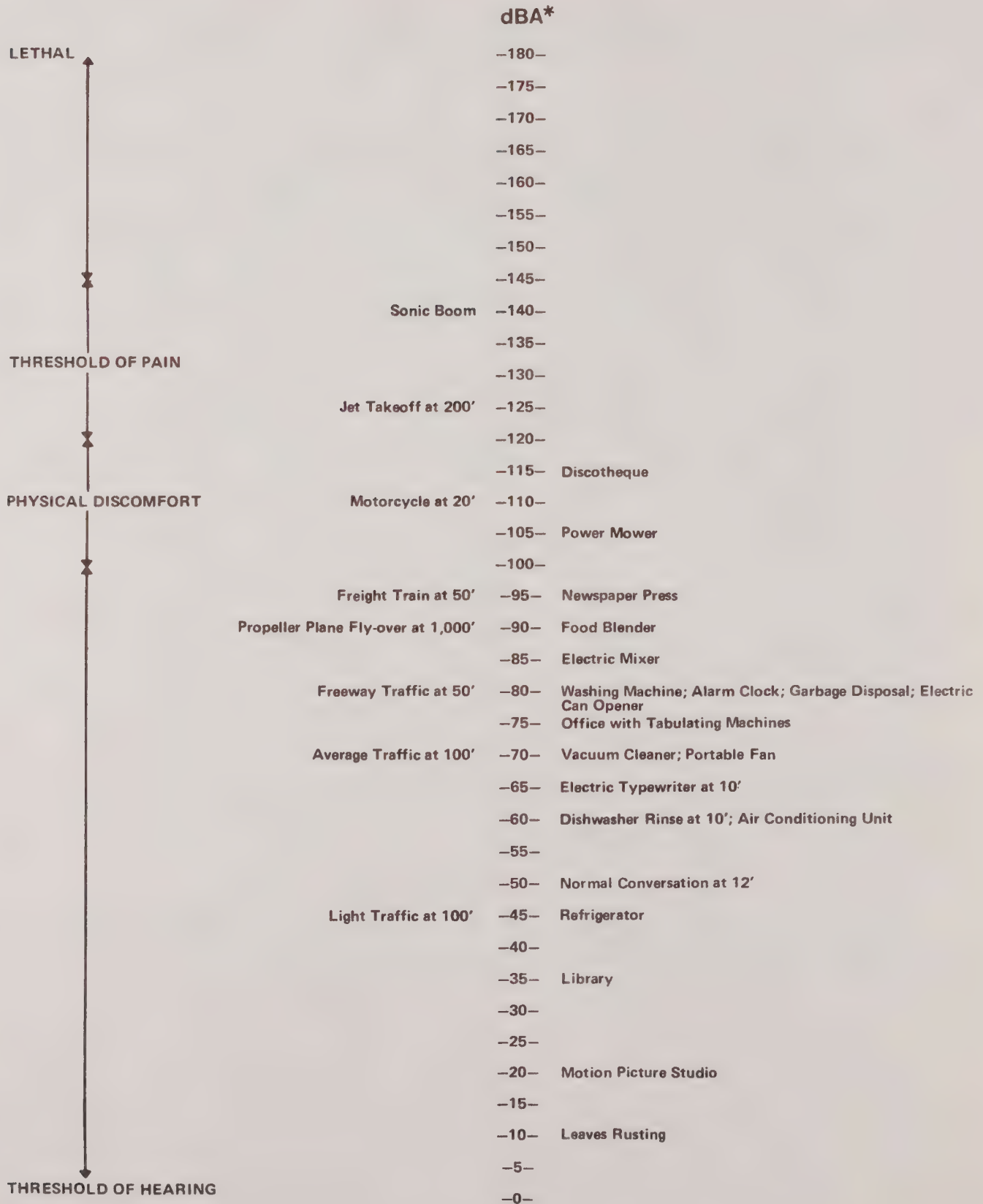
Individuals may adapt to noise discomforts, but the cost of this adaptation can be measured in terms of hearing loss, tense working conditions, and interrupted relaxing situations, and other similar conditions. Planning for the protection of the individual from noise discomfort is a vital concern of the General Plan.

Section 65302(9) of the California Government Code requires that the general plan of each city and county contain "a noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements." These include, but are not limited to, the following: 1) Highways and freeways, 2) Ground rapid transit systems, and 3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

Sound is measured in decibel (db) units. As the decibel level is increased, it becomes more discomforting to the individual. At what point sound becomes noise is determined by each individual's physical character. A general acoustical scale indicates decibel thresholds of varying noise discomforts.

Noise generators that exceed levels necessary for public health and daily activity for the individual can be identified by noise measuring systems. Once these noise generators are identified, mitigating action can be taken to soften existing noise levels and avoid future noise conflicts.

Figure 1 ACOUSTICAL SCALE



* The unit of sound is the decibel (dB). The loudness of sound is typically measured using a sound meter, the A-Scale of which corresponds closely to the way the human ear perceives sound.² Thus the sound level for noise evaluations is frequently expressed in dBA.

SCOPE OF THE NOISE ELEMENT

Noise produced in the County can be divided into three general areas: (A) Transportation Facilities, (B) Commercial and Industrial Uses, and (C) Agricultural Noise. These three areas will be considered in more detail for both the characteristics of the area and the sources of noise related to it.

A. TRANSPORTATION FACILITIES

1. Highways and Freeways

The County is bisected by one interstate freeway, one State freeway, and several State highways. Noise sources include automobiles, trucks, buses, motorcycles, utility and other types of vehicles allowed by law to travel on these transportation routes. Noise contour maps for highways and freeways in Stanislaus County have been prepared by the California State Department of Transportation (CALTRANS).

The attached maps and tables show the segment of road the contours were developed for and the distance from the center of the near lane of the road to the L-10 level contours.

Several things should be considered when using these L-10 noise level contours:

- (a) Future traffic noise is generally overestimated because:
 - (1) Trucks, normally the controlling traffic noise source, were not considered reduced in noise output in future years.
 - (2) Future traffic data was generally demand traffic forecasts, as compared to actual traffic inventory, and as such can be an overestimate of the capacity of the highway.
- (b) Intervening, noise attenuation features were not taken into consideration. As a rule of thumb, one can assume that 5 dba reduction is provided by one row of houses and a maximum of 10 dba reduction for two or more rows of houses. These values assume rather dense packing of the houses.
- (c) No instrument measurements of traffic noise were made. The National Cooperative Highway Research Program

Report #177 traffic noise model was used for both present and future noise level contour calculations.

The L-10 noise level contours were calculated for a given traffic volume in flat terrain. The amount of attenuation that can be expected for depressed or elevated roadway sections is shown on the attachments.

The attenuation graphs were calculated for a typical four-lane divided road and approximate the attenuation for elevated and depressed sections.

The tables and maps cover traffic noise for highways maintained by Caltrans District 10.

Explanations of the L-10 noise level used by Caltrans and the A-Weighted system of noise frequency are:

L-10 Noise Level

Statistical A-Weighted Noise Levels exceeded 10 per cent of the time (L-10).

A-Level Weighting

It has been found that frequency plays a major role in the apparent loudness of sound. Lower frequency (pitch) sounds of equal intensity do not seem as loud as higher frequency sound to the human ear. In response to this, a "weighting system" has been devised to equalize the apparent sound levels. The weighting system is an electronic circuit built into a precision sound level meter that gives more weight and greater value to the higher frequency components of a sound than it does to the lower frequency components; this yields a db value closely approximating what the human ear hears. This weighting system is known as A-Weighting. Sound intensity using this system is annotated dba and plays a major role in noise analysis.

2. Railroads

Five rail lines are located in the County offering service to all incorporated cities and most unincorporated areas. The Southern Pacific Railroad and Santa Fe Railroad are the two major rail companies that have several lines and offer a full range of rail service. The Tidewater Southern and Sierra Railroads offer more limited service to specific areas and the Modesto-Empire Traction Company is a shortline railroad that serves industry in the Modesto area exclusively. Railroad switching yards are almost entirely within city boundaries so that noise

emissions from the five rail lines in the County relate to normal train movement along existing lines.

3. Airports

Modesto City-County Airport (Harry Sham Field) is the major air facility in the County. It is located in the City of Modesto and adjacent to the County on three sides. Air facilities in the County are listed below with indications identifying available services.

Name	Owner-ship	Type	Elev. (ft.)	Longest Runway (ft.)	FBO	T-Hangars	Conventional Hangars	Based Aircraft
Crow's Landing	USN	Military	163	8,000	-	-	-	-
Modesto City-County	PUB	Air-Carrier	96	5,900	6	60	6	120
Modesto Memorial Hospital-North	PVT	Heliport	98	-	-	-	-	-
Modesto Presnell Poultry Farms	PVT	Private	110	1,350	-	-	-	2
Newman	PVT	Agricul.	95E	2,600	-	-	-	8
Oakdale	PUB	General Aviation	226	2,400	1	21	2	32
Patterson	PVT	General Aviation	168	2,505	1	7	2	12
Riverbank	PVT	Agricul.	159	2,485	-	-	-	8
Turlock Airpark	PVT	General Aviation	100	1,600	-	6	2	12
Westley	PVT	Agricul.	96	1,562	-	-	-	5
Turlock* Municipal	PUB	General Aviation	159	3,000	1	4	-	20

*Located in Merced County

Noise associated with most airports and private airstrips in the County is infrequent due to the type of light aircraft traffic, irregular frequency of use, and agricultural locations. Exceptions to this would be the Crows Landing Naval Air Station and the Modesto City-County Airport.

- (a) Modesto City-County Airport (Harry Sham Field) - The City of Modesto has conducted an evaluation of noise related to the Modesto air facility. The evaluation of areas adjacent to airports with respect to aircraft noise exposure is based on the Noise Exposure Forecast (NEF) contours recently adopted by the U. S. Department of Transportation. These contours take into account the total annual number of aircraft operations of various types of airplanes using a given airport, the proportion of daytime to nighttime flights, the percentage use of the various available runways, and the noise generated by each type of aircraft, weighted according to frequency in such a way as to approximate people's subjective reaction to that noise.

The two NEF contours of greatest significance are NEF-30 and NEF-40, the lower number (not related in any direct way with decibels) indicating a less severe exposure. For all sites lying "well outside" the NEF-30 contour, there should be no adverse effects of aircraft noise on residences. These sites would be in the "Clearly Acceptable" category. Sites lying "just outside" the NEF-30 contour correspond to the "Normally Acceptable" category; normal building construction will protect the interior environment though the outdoor environment may be somewhat deteriorated. On the other hand, for all sites lying inside the NEF-40 contour, the acoustical treatment required to make the indoor environment habitable would be so expensive as to be unreasonable, and the outdoor environment would not be acceptable at all. This area lying between the NEF-40 and the NEF-30 contours corresponds to the "Normally Unacceptable" category.

A master plan for the Modesto City-County Airport is currently being prepared. This plan when completed will offer more detailed data on noise associated with the facility. Explanation of the noise contours, (NEF levels) surrounding the Modesto City-County Airport are found on the noise contour map.

- (b) Crows Landing Naval Air Station - This facility is owned and operated by the United States Government, Department of the Navy. It is currently being used as a flight training station and no scheduled civilian or military flights for commercial purposes are available.

The Department of the Navy is preparing an Aircraft Noise Study (AICUZ) for this facility which will provide the necessary noise data to the County.

B. COMMERCIAL AND INDUSTRIAL USES

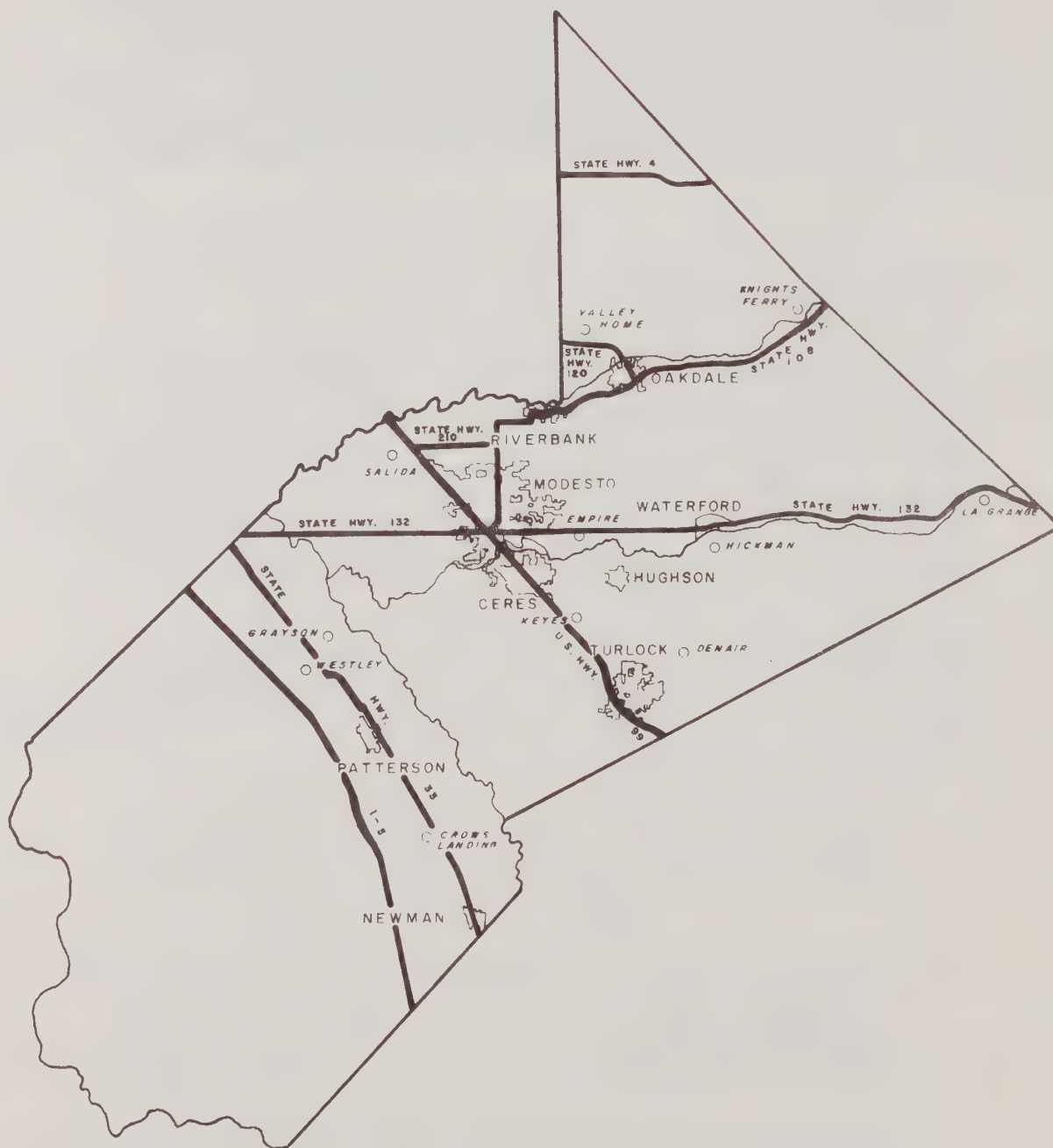
It is recognized that most noise emissions are the result of some type of transportation use, but noise generators can arise on the fringe of urban centers and agricultural areas where zoning allows for commercial and industrial uses.

Incorporated cities in Stanislaus County have areas of commercial and industrial zoning on the edge of their city limits, adjacent to rural county uses. There are also areas on the fringe of incorporated cities and urban areas that are zoned commercial and industrial and lie adjacent to both urban residential and county rural residential uses. These areas either have existing uses that generate noise or offer the potential for future noise generating uses.

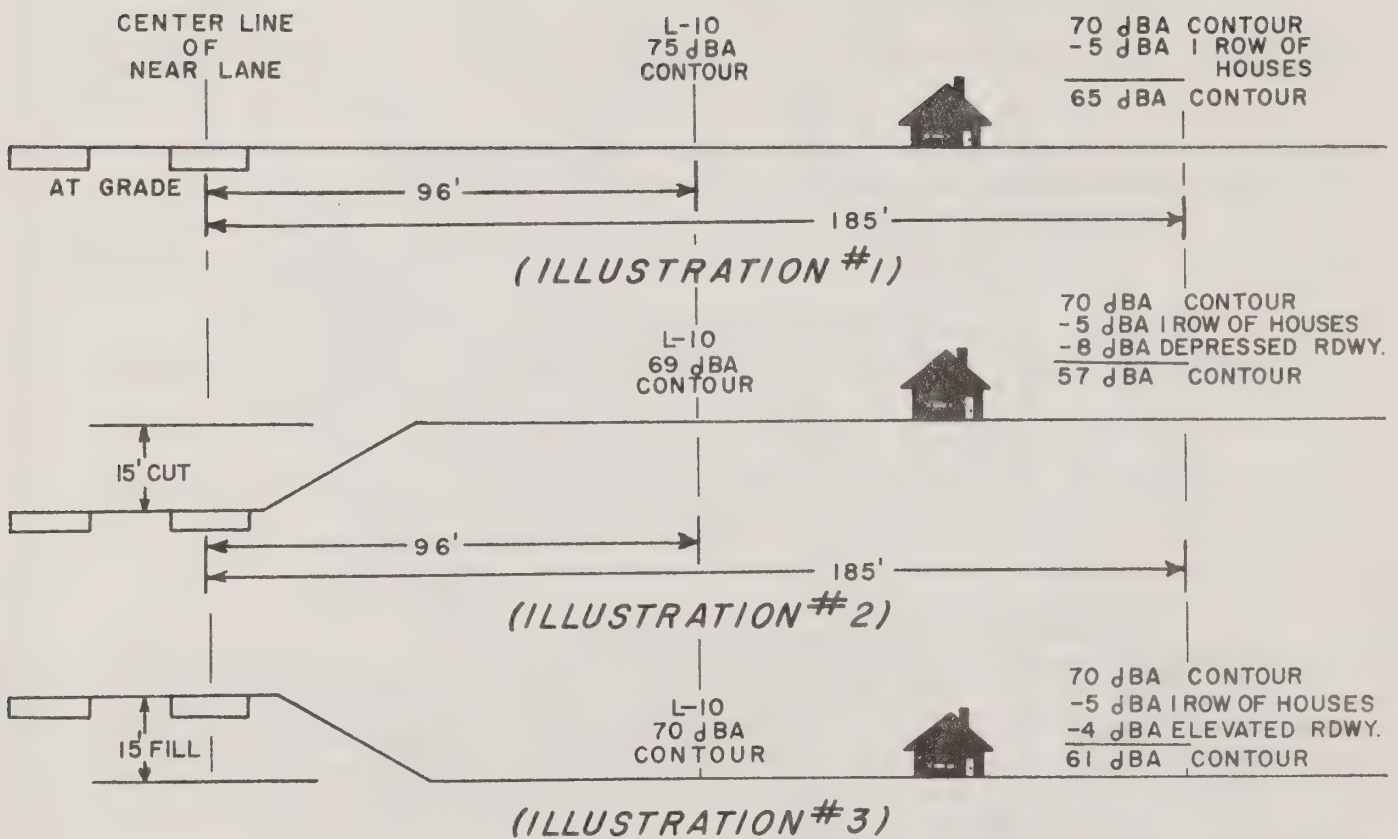
C. AGRICULTURAL NOISE

The production of agricultural crops and livestock in many cases requires machinery that produces excessive noise. Industrial uses related to the production of agriculture that are allowed in the agricultural zones may also produce excessive noise. In some cases this noise might be contained by placing the use inside a structure, but many agricultural uses require an open area for maximum operation. The predominant agricultural character of Stanislaus County will continue to generate noise from machinery necessary for production of food and fiber.

Major transportation facilities, commercial and industrial uses, and agricultural noise are the three areas in Stanislaus County that need to be considered for noise compatibility when any change is contemplated from the zoning ordinance or the other elements of this plan.



FREEWAYS AND HIGHWAYS

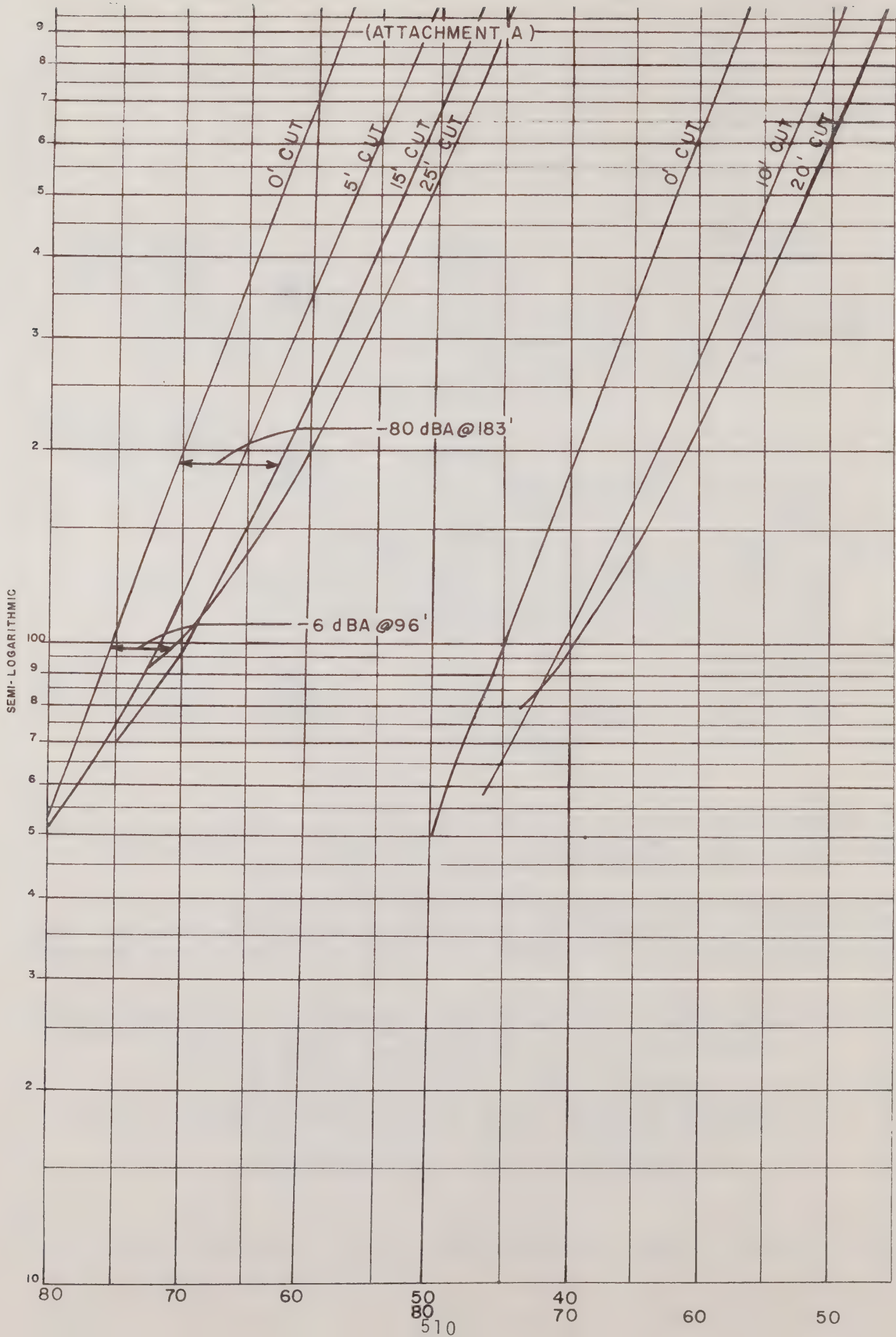


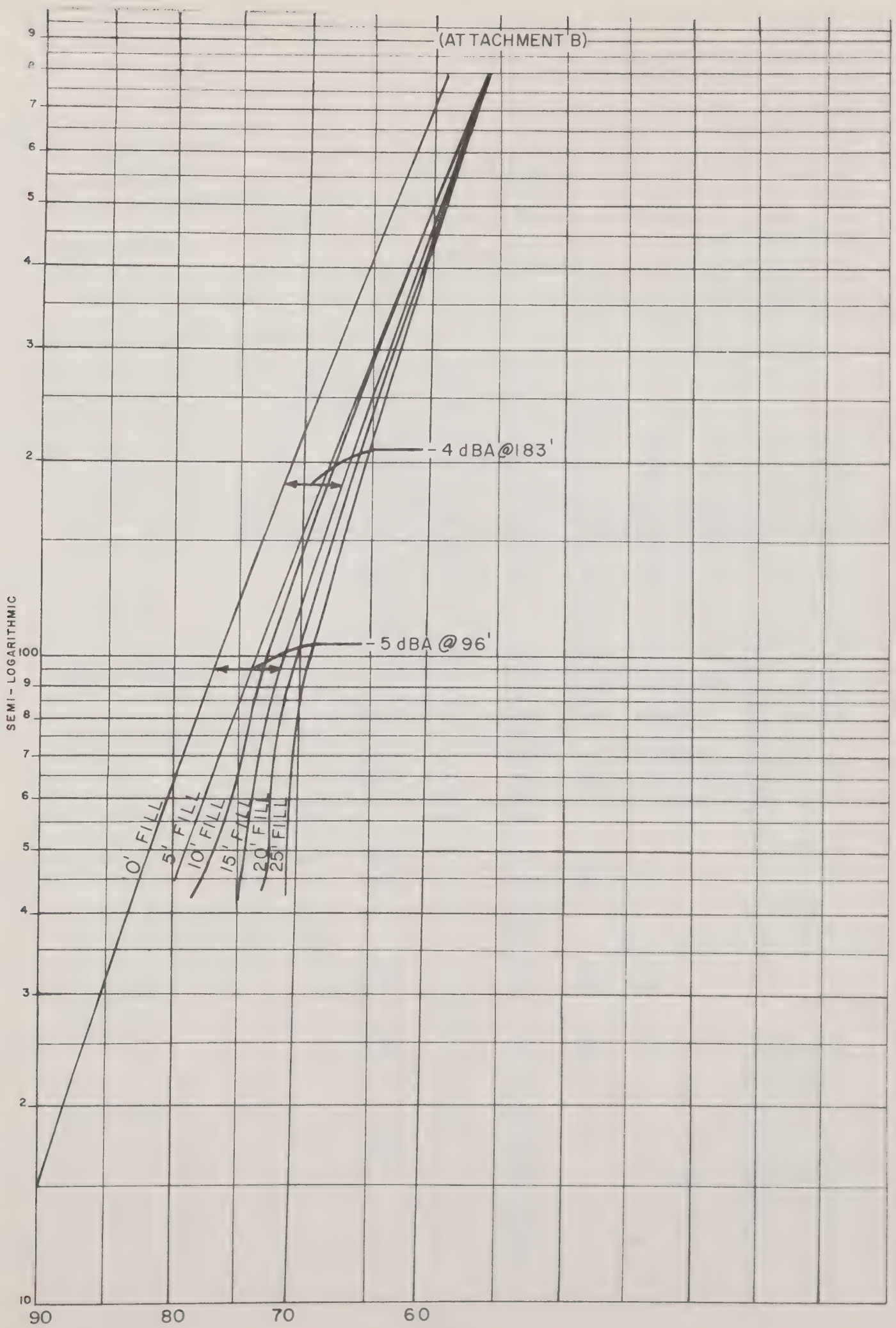
Attenuation is determined from Charts A and B by using the at-grade contour and distance from the centerline of the near lane, and subtract the contour on the cut or fill section at the equivalent distance from the at-grade contour.

The contour distances furnished are for at-grade roads (Illustration #1). For a depressed section (Illustration #2), or an elevated section (Illustration #3). The appropriate attenuation for the cut and fill slopes can be obtained from the Attachments A and B.

Example #1 at 96' from the center of the near lane, there is a L-10 contour of 75 dBA, if the road were in a 15' cut the attenuation from Attachment A would be -6 dBA and for a 15' fill from Attachment B would be -5 dBA.

Example #2 The L-10 contour 183' from the center of the near lane is 70 dBA the attenuation for the 15' cut is -8 dBA Attachment A, and for the 15' fill a -4 dBA Attachment B.





STANISLAUS COUNTY

L10 CONTOUR DISTANCE TO CENTER OF NEAR LANE

(IN FEET)

		L10 Contour dBA						
		90	85	80	75	70	65	60
<u>ROUTE 4</u>								
Illustration II - 2								
Segment ①								
San Joaquin, Stanislaus Co. Line	1973						49	97
Stanislaus, Calaveras Co. Line	1995			25	46	83	152	288
<u>ROUTE I-5</u>								
Illustration II - 3								
Segment ②								
Stanislaus, San Joaquin Co. Line	1973			33	60	117	228	430
Ingram Creek Road	1995			47	93	179	333	624
Segment ③								
Ingram Creek Road	1973			33	60	117	227	428
Del Puerto Canyon Road	1995			47	93	179	333	624
Segment ④								
Del Puerto Canyon Road	1973			26	48	91	171	312
Fink-Ward Road	1995			37	72	137	251	443
Segment ⑤								
Fink-Ward Road	1973			32	58	112	219	414
Stuhr Road	1995			45	88	171	320	599
Segment ⑥								
Stuhr Road	1973			32	58	111	216	409
Stanislaus, Merced Co. Line	1995			45	88	171	320	599
<u>ROUTE 33</u>								
Illustration II - 3								
Segment ⑦								
Merced, Stanislaus Co. Line	1973				36	65	119	219
Crows Landing Road	1995				40	77	146	276
Segment ⑧								
Crows Landing Road	1973				31	58	100	180
Patterson, Sperry Road	1995				35	64	113	206
Segment ⑨								
Patterson, Sperry Road	1973					44	84	164
Patterson, North Olive Road	1995				27	53	106	208

L10 Contour dBA

ROUTE 33 (Continued)

		90	85	80	75	70	65	60
Segment ⑩								
Patterson, North Olive Road	1973				29	55	95	168
Westley	1995				35	64	113	206
Segment ⑪								
Westley	1973					28	60	113
Stanislaus, San Joaquin Co. Line	1995					45	82	146

ROUTE 99

Illustration II - 4

Segment ⑫								
Merced, Stanislaus Co. Line	1973			46	96	183	334	611
Lander Avenue	1995		34	71	135	246	457	862
Segment ⑬								
Lander Avenue	1973			48	100	189	344	631
West Main Street	1995		35	72	137	250	465	878
Segment ⑭								
West Main Street	1973			51	105	198	363	673
Fulkerth Avenue	1995		34	72	137	252	472	894
Segment ⑮								
Fulkerth Avenue	1973			47	98	189	346	638
Monte Vista Avenue	1995		33	69	133	245	457	865
Segment ⑯								
Monte Vista Avenue	1973			45	95	184	337	621
Taylor Road	1995		32	68	131	241	449	850
Segment ⑰								
Taylor Road	1973		29	58	114	212	386	717
Keyes Road	1995		43	83	151	276	513	975

Illustration II - 5

Segment ⑱								
Keyes Road	1973		31	62	120	221	404	754
Mitchell Road	1995		45	86	156	285	533	1017

Illustration II - 6

Segment ⑲								
Mitchell Road	1973		25	56	113	211	384	712
Whitmore Avenue	1995		39	80	148	270	502	951
Segment ⑳								
Whitmore Avenue	1973		28	61	122	224	409	764
Hatch Road	1995		42	84	155	284	529	1005

Illustration II - 5

Segment ㉑								
Hatch Road	1973			52	108	205	378	701
Junction, Route 108	1995		35	74	141	262	492	941

Illustration II - 7

Segment ㉒								
Junction, Route 108	1973		26	57	116	217	403	761
H Street	1995		45	81	153	285	540	1041

		L10 Contour dBA						
		90	85	80	75	70	65	60
ROUTE 99 (Continued)								
Segment 23								
H Street	1973			42	89	177	328	608
Junction, Route 132	1995		32	68	132	245	459	375
Segment 24								
Junction, Route 132	1973		29	57	112	209	383	718
Kansas Avenue	1995		40	78	144	264	493	942
Segment 25								
Kansas Avenue	1973		28	56	109	205	376	703
Prescott Road	1995		39	77	142	261	487	928
Illustration II - 5								
Segment 26								
Prescott Road	1973			49	102	195	365	691
Junction, Route 219	1995		34	71	137	256	489	944
Segment 27								
Junction, Route 219	1973			50	104	199	372	706
Stanislaus, San Joaquin Co. Line	1995		36	73	140	263	502	971
ROUTE 108								
Illustration II - 7								
Segment 28								
Junction, Route 139 (9th & J Sts.)	1973					37	75	155
Needham Avenue	1995				29	63	133	257
Segment 29								
Needham Avenue	1973				54	112	216	386
Fairmont Avenue	1995			27	59	120	227	405
Segment 30								
Fairmont Avenue	1973				54	112	216	386
Briggsmore Avenue	1995			27	59	120	227	405
Segment 31								
Briggsmore Avenue	1973			26	55	114	226	429
Woodrow-Robinhood	1995			29	64	127	236	415
Segment 32								
Woodrow-Robinhood	1973				39	77	156	311
Junction, Route 219	1995			25	56	115	217	384
Illustration II - 5								
Segment 33								
Junction, Route 219	1973				37	75	149	287
Ladd, Escalon-Bellota Road	1995			34	73	137	242	419
Segment 34								
Ladd, Escalon-Bellota Road	1973				35	65	121	229
Patterson Road	1995			25	55	112	210	365
Segment 35								
Patterson Road	1973					50	101	203
Claus Road	1995			29	64	125	224	382

L10 Contour dBA

ROUTE 108 (Continued)

Illustration II - 2

Segment ③⑥

Claus Road 1973

Live Oak Avenue 1995

Segment ③⑦

Live Oak Avenue 1973

Junction, Route 120 1995

ROUTE 120

Illustration II - 2

Segment (38)

San Joaquin, Stanislaus Co. Line 1973

Valley Home Road	1995
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Segment (39)

Valley Home Road 1973

River Road	1995
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Segment 40

River Road 1973

Junction, Route 108 1995

Segment 41

Junction, Route 108 1973

Sixth Street 1995

Segment 42

Sixth Street 1973

Stearns Road 1995

Segment 43

Stearns Road 1973

Atlas Road	1995
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Segment 44

Atlas Road 1973

Sonora Road	1995
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Segment 45

Sonora Road 1973

Stanislaus, Tuolumne Co. Line 1995

ROUTE 132

Illustration U - 5

Segment 46

San Joaquin, Stanislaus Co. Line 1973

Hart Road	1995
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Segment ④⑦

Hart Road 1973

Carpenter Road	1995
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L10 Contour dBA

ROUTE 132 (Continued)

		90	85	80	75	70	65	60
Illustration II - 7								
Segment (48)								
Carpenter Road	1973			41	83	149	258	446
Junction, Route 99	1995		44	77	132	230	407	742
Segment (49)								
Junction, Route 99	1973		30	60	108	181	313	548
Modesto, 9th & G Streets	1995		42	75	129	224	395	715
Illustration II - 8								
Segment (50)								
Modesto, 9th & G Streets	1973		26	55	103	172	298	523
9th & D Streets	1995		33	64	114	192	338	602
Segment (51)								
9th & D Streets	1973		34	65	114	193	337	597
La Loma Avenue	1995		47	81	139	244	432	798
Segment (52)								
La Loma Avenue	1973			38	78	145	255	445
Mitchell-El Vista	1995			47	92	161	278	485
Segment (53)								
Mitchell-El Vista	1973			26	57	114	214	370
Claus Road	1995		29	59	109	183	321	572
Segment (54)								
Claus Road	1973				52	105	199	341
Empire, Santa Fe Drive	1995			39	81	147	255	440
Illustration II - 2								
Segment (55)								
Empire, Santa Fe Drive	1973				43	83	159	303
Geer-Albers Road	1995				47	97	188	334
Segment (56)								
Geer-Albers Road	1973				40	78	150	286
Waterford, Hickman Road	1995				47	97	188	336
Segment (57)								
Waterford, Hickman Road	1973				27	47	87	159
Roberts Ferry Road	1995				32	62	122	240
Segment (58)								
Roberts Ferry Road	1973					41	74	132
La Grange, Junction Route 159	1995				25	46	85	157
Illustration II - 4								
Segment (59)								
La Grange, Junction Route 159	1973					36	67	116
Stanislaus, Tuolumne Co. Line	1995				28	49	86	152
ROUTE 219								
Illustration II - 7								
Segment (60)								
Junction, Route 99	1973				36	63	112	200
Carver Road	1995				29	56	105	203
Segment (61)								
Carver Road	1973				34	60	108	194
Junction, Route 108	1995				28	57	113	224

ILLUSTRATION II-2

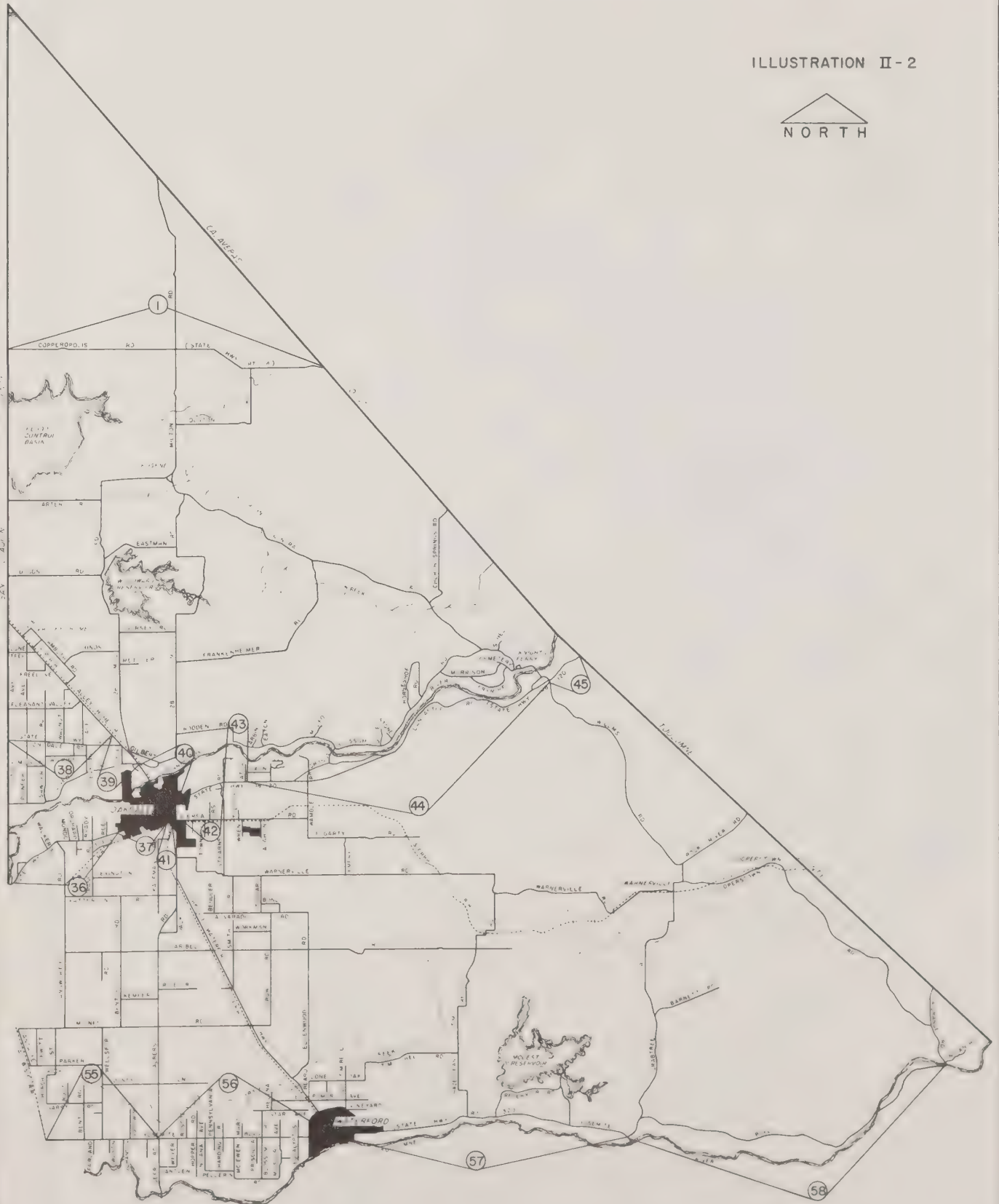


ILLUSTRATION II-3



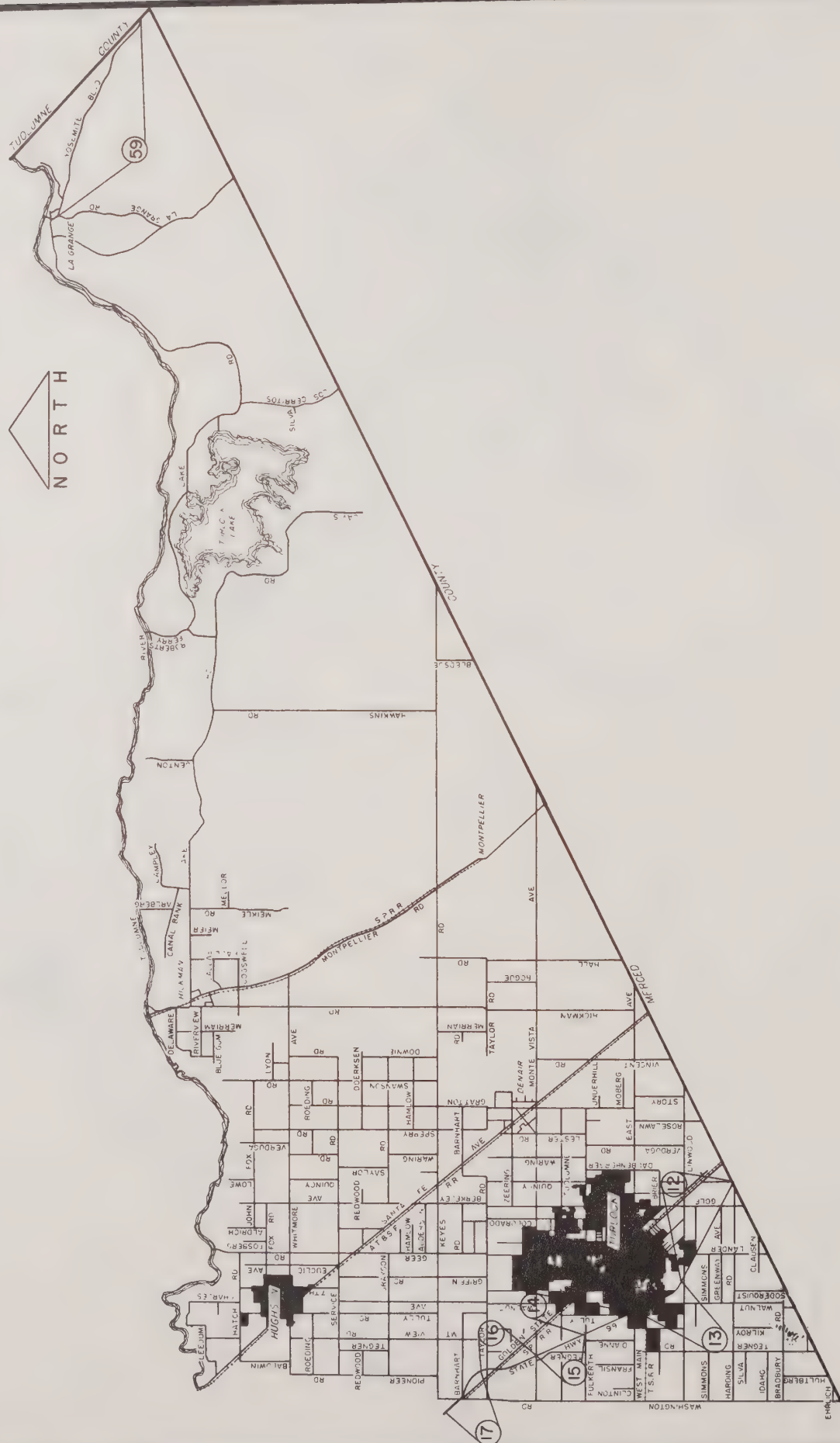
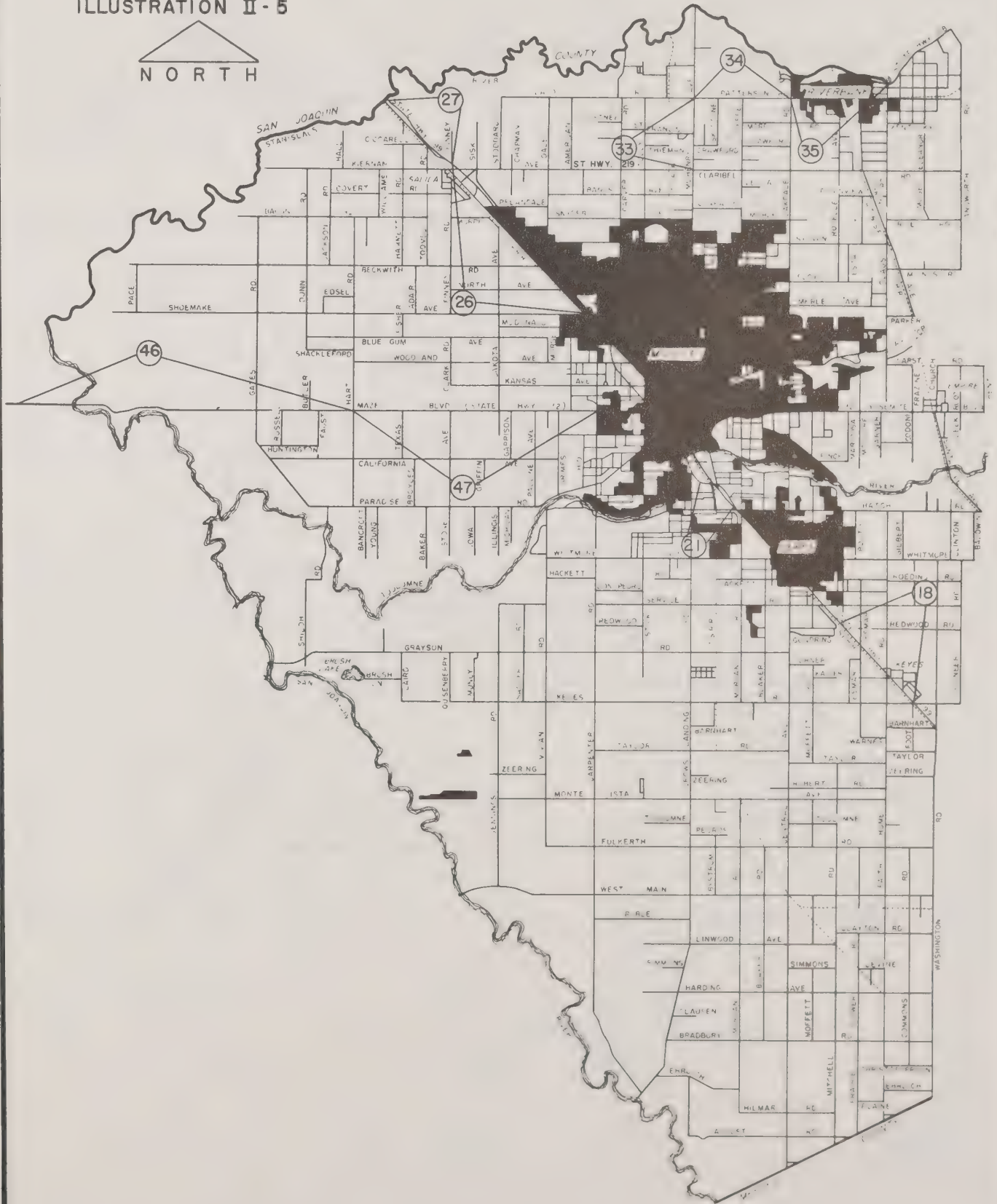
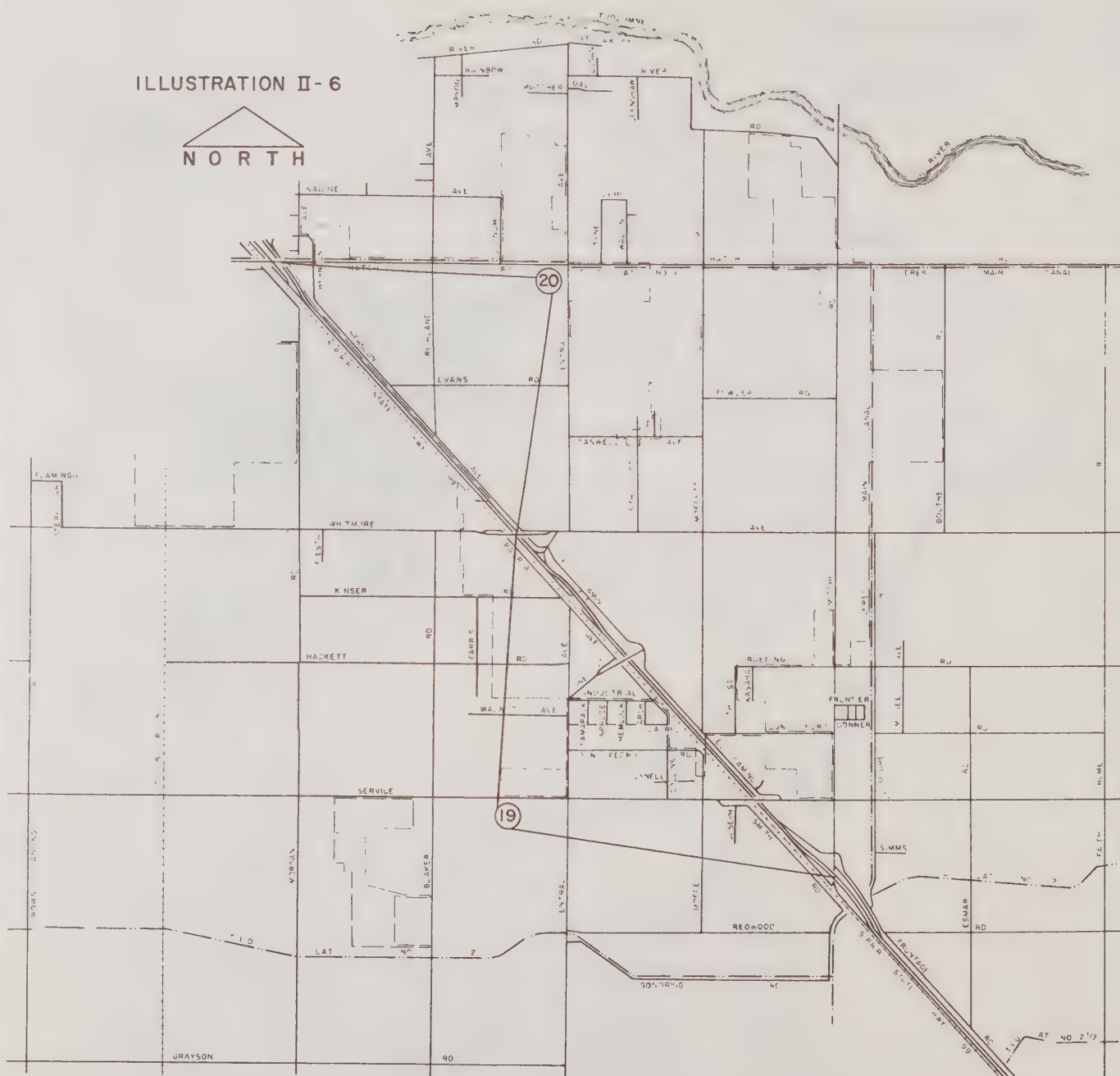
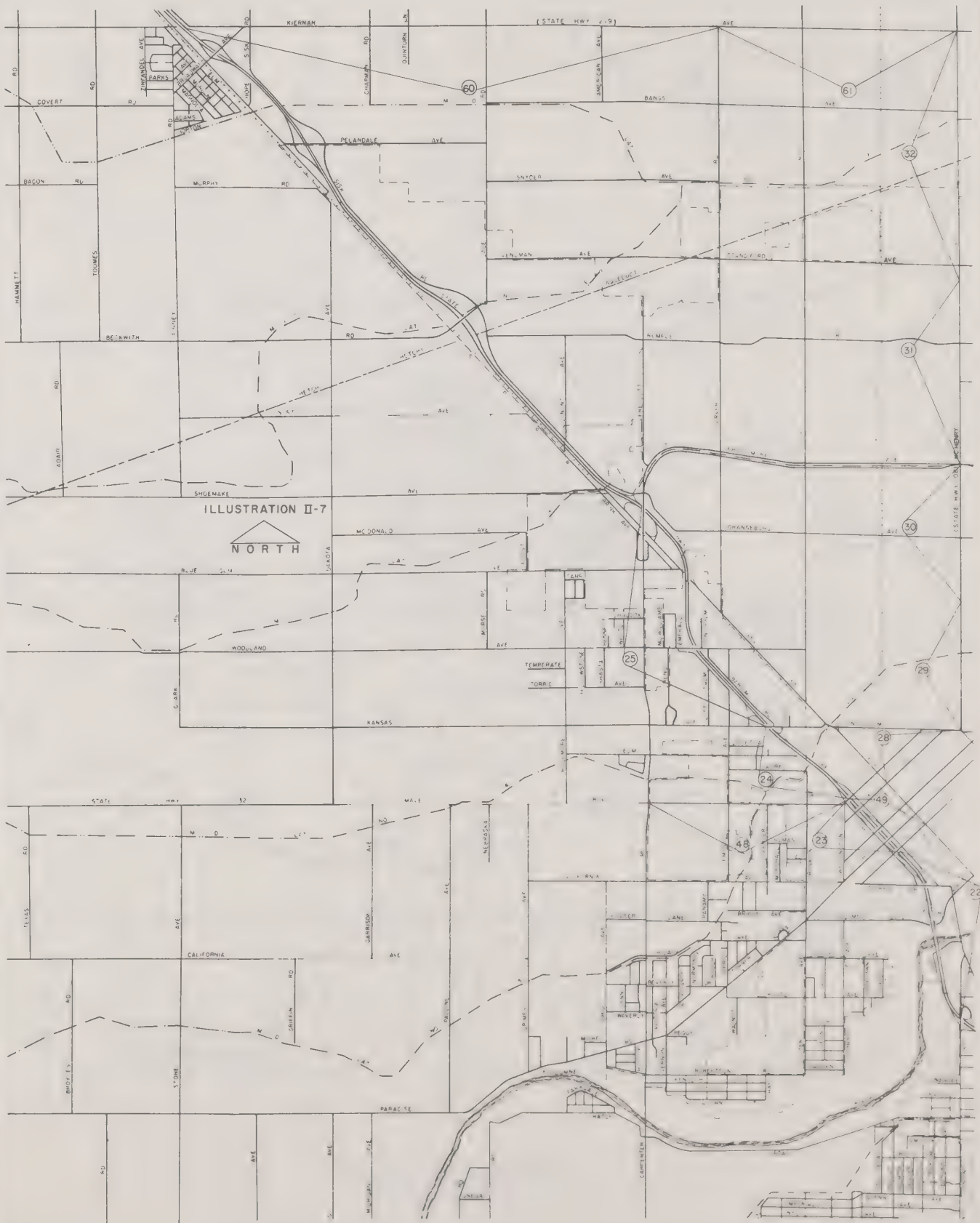
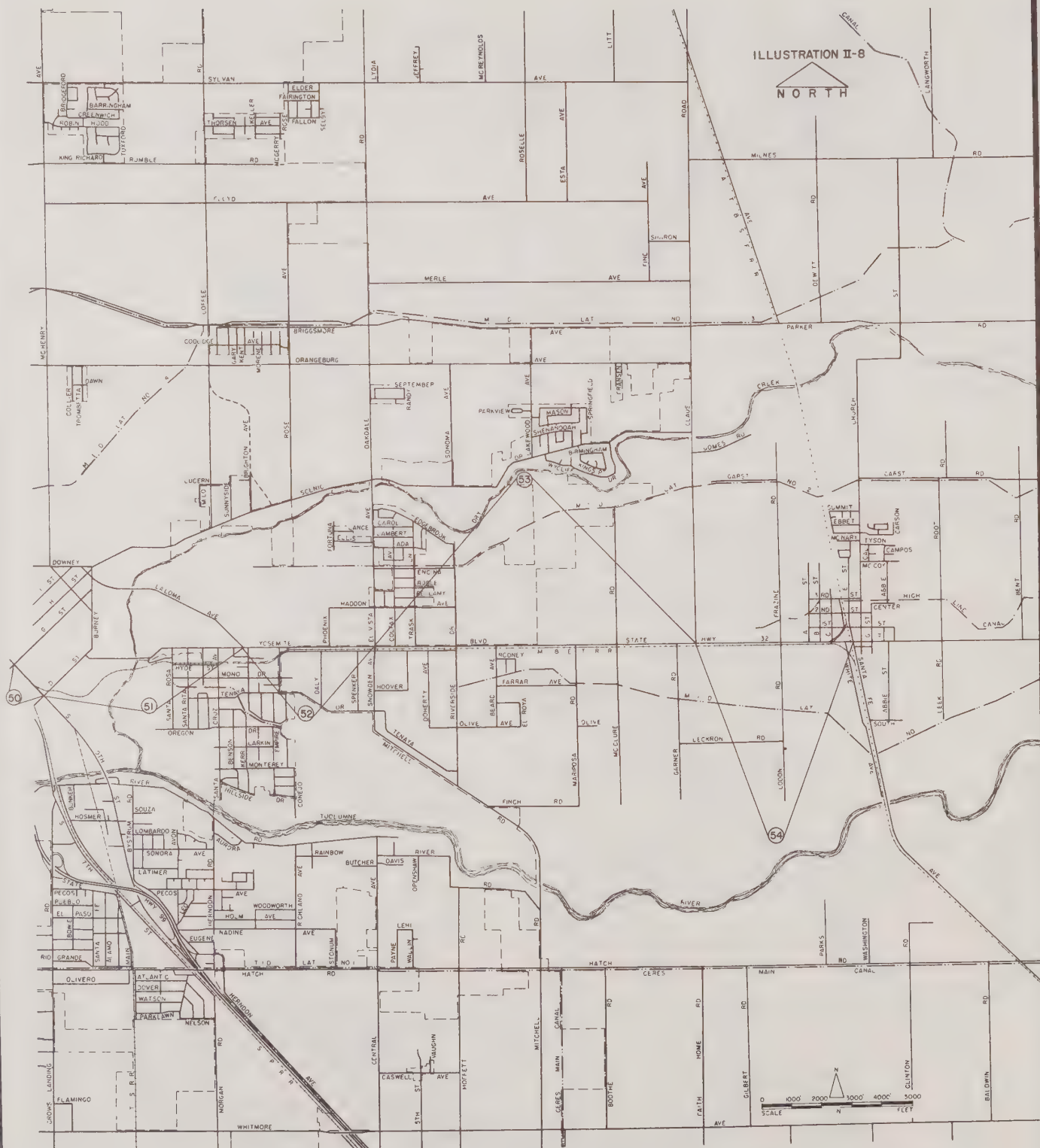


ILLUSTRATION II-5



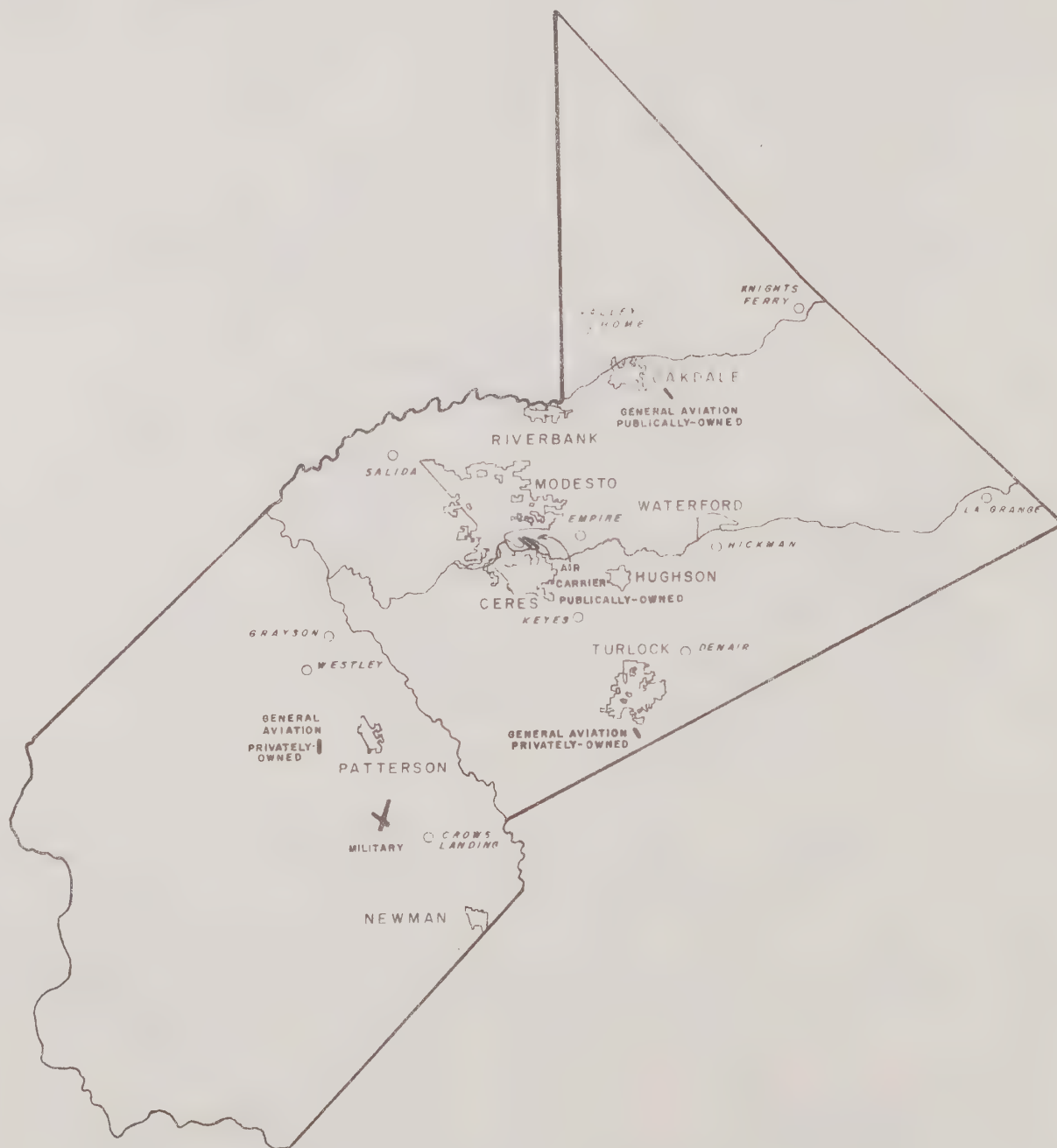




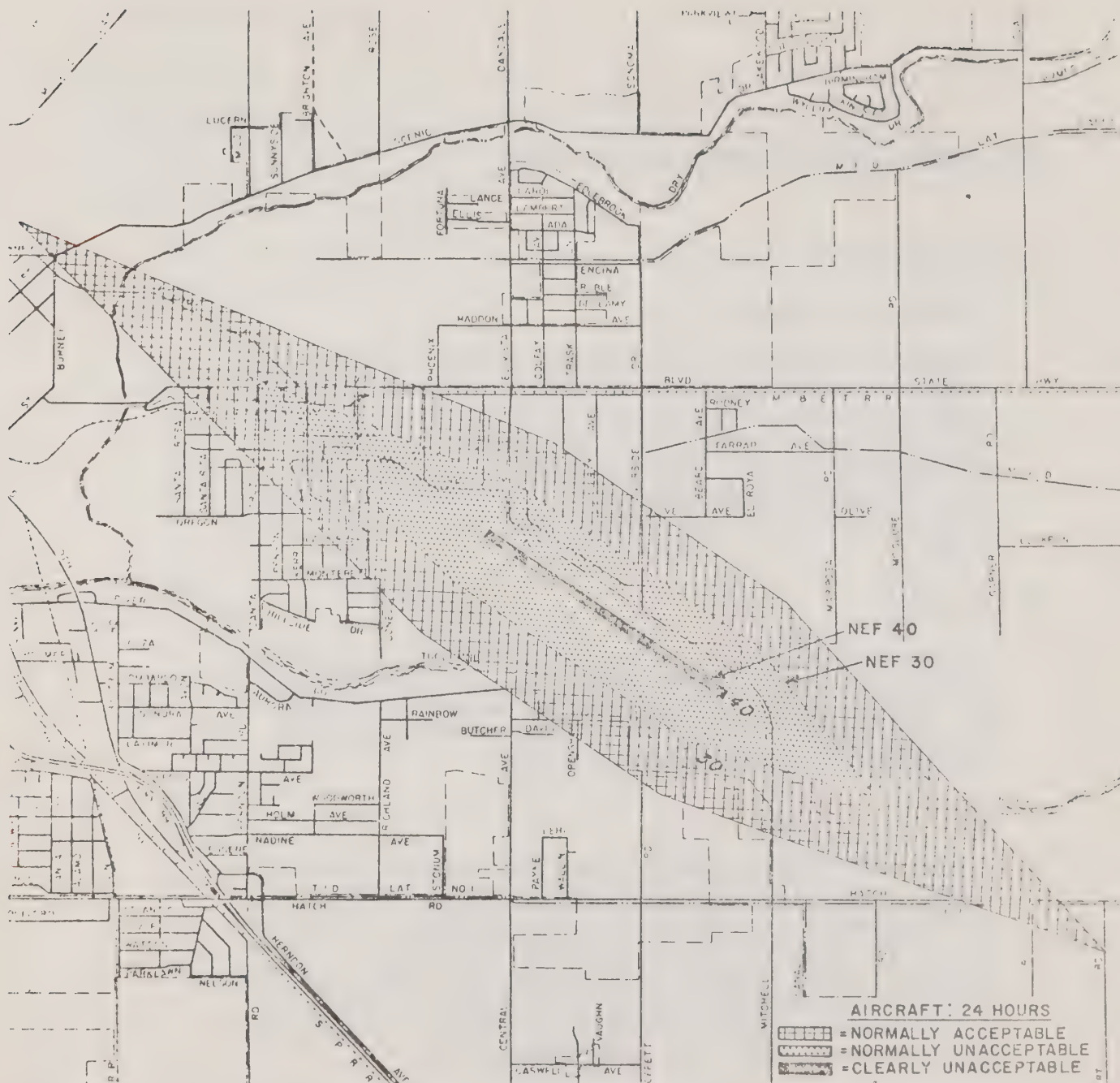




RAILROADS



AIRPORTS



Distance from Site to the Center of the Area Covered by the Principal Runways

Acceptability Category

Outside the NEF-30 contour, at a distance greater than or equal to the distance between the NEF-30 and NEF-40 contours

Clearly Acceptable

Outside the NEF-30 contour, at a distance less than the distance between the NEF-30 and NEF-40 contours

Normally Acceptable

Between the NEF-30 and NEF-40 contours

Normally Unacceptable

Within the NEF-40 contour

Clearly Unacceptable

CONFLICTS AND ISSUES

A. TRANSPORTATION FACILITIES

1. Highways and Freeways

Residential uses adjacent to highways and freeways are subject to noise emissions in excess of noise conditions that are compatible to residential uses adjacent to residential streets. Other uses may experience the same incompatibility being located adjacent to highways and freeways, but this condition is usually during the hours of operation and not during the hours of relaxation and sleep.

2. Railroads

The majority of track mileage that exists in the County is located through the agricultural area. Any residential use located adjacent to a rail line would have a noise conflict whether it is a single home in the country or a subdivision on the fringe of a city.

3. Airports

Airport facilities operate with various types of aircraft and use flight paths unique to each facility. A combination of this information provides contours of noise emissions radiating out from the air field in various configurations. Residences, schools, and other uses that would be interrupted by noise would find a conflict if located within a noise contour of an airport that would be unacceptable for their desired function.

In each case, the conflict has been with the transportation facility producing noise adjacent to residential or other incompatible uses, but encroachment of incompatible uses into existing areas of noise producers is also a conflict.

B. COMMERCIAL AND INDUSTRIAL USES

Commercial and Industrial uses that emit excessive noise produce two conflict areas:

1. Unacceptable noise emissions to adjacent residential uses and other noise incompatible uses, and
2. Unacceptable amounts of noise for those individuals who are employed by such uses.

C. AGRICULTURAL NOISE

Agricultural machinery that produce noise are necessary for the productive farming of the land. Few incompatible uses are found in the agricultural areas due to the low density of dwelling units and other types of nonagricultural uses. Incompatible uses are generally found on the boundary of productive agricultural land and urban uses within or adjacent to cities.

NOISE PLAN

Standards for noise emissions are regulated in many cases through State and Federal agencies. Any government or private facility or operation that falls under this jurisdiction should comply with the required noise emission standards.

Information concerning noise levels of air facilities are being prepared by appropriate agencies and will be added to this element upon their completion.

Regulation of noise emissions in Stanislaus County can be implemented through existing ordinances and the adoption of new policy or ordinances to eliminate future noise conflicts.

A. IMPLEMENTATION

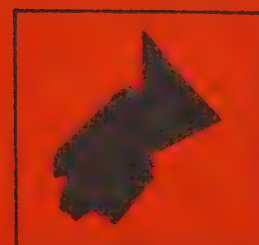
1. Continued review of the zoning ordinance and the Land Use Element of the General Plan to eliminate any future noise conflict areas, including a study to determine what would constitute a noise conflict in Land Use Planning.
2. Continued research in both the Environmental Impact Report and/or the Use Permit on noise conflicts for uses requiring Planning Commission review, and noise abatement conditions attached to any approved use by the Planning Commission or Board of Supervisors.
3. Policy or ordinance requiring any use permitted inside of the minimum noise contour of a public or military airport facility, freeway or highway, by a noise compatible use or effective noise barriers be established.
4. The development of a County Noise Ordinance that would be enforced locally. This ordinance would cover those areas not under the jurisdiction of State and Federal agencies.
5. Designation of noise conflict areas and the establishment of a site and structural review committee to determine what measures can be taken to lessen the conflict, such as, noise barriers, insulation, structural placement, etc.

DOCUMENTATION

- Bechtel Incorporated, 1972, *Stanislaus County Airport System Plan*.
- California Council on Intergovernmental Relations, *General Plan Guidelines*, September, 1973.
- California State Department of Transportation (Caltrans), *Noise Contours for Highways and Freeways*.
- Los Angeles County General Plan (Preliminary), *Noise Element*.
- Stanislaus Area Association of Governments, *Noise Element*.

PRIORITIES

Stanislaus County



PRIORITIES

Proper consideration of implementation both as to alternatives and priority is essential to the effectiveness of any General Plan. While each of the elements of this General Plan contains a section specifically describing various implementation alternatives relating to the objectives of that element, it is appropriate that the major actions resulting from these various elements be specifically established in order to minimize overlapping, clarify intent, and establish proper priority. For this reason the following matters requiring additional County action on either a specific or continuing basis are listed. This list should be reviewed and updated annually by the Board of Supervisors and as such will provide a guideline for efficient utilization of Staff and Planning Commission effort.

A. CONTINUING ACTIONS

1. Continuing Review of General Plan, Map and Text

- (a) Land Use Element. The Land Use Element of the General Plan shall be under continuing Staff evaluation with written reports submitted to the Planning Commission on specific planning areas at the Planning Commission's regularly scheduled General Plan review meeting scheduled the second Thursday of April, August, and December. At these meetings the Planning Commission will evaluate the Staff report and initiate such hearings as are felt appropriate to consider formulation of final recommendations to the Board of Supervisors. This procedure insures that all areas of the County will receive specific review and consideration as to continued appropriateness of General Plan Land Use designations at least once within any two year period. (See attached Planning Commission General Plan review procedure chart.)
- (b) Other General Plan Elements. While requests for General Plan modification may be submitted to the Planning Commission with corroborative Staff support at any time, a specific Staff evaluation and report as to appropriate modifications to the remaining General Plan elements shall be submitted to the Planning Commission at its December General Plan review meeting.
- (c) General Plan Implementation Schedule. Planning Staff shall submit a report recommending such modifications as are deemed appropriate with respect to

PLANNING COMMISSION
GENERAL PLAN REVIEW PROCESS

YEAR	APRIL (2nd Thursday)	AUGUST (2nd Thursday)	DECEMBER (2nd Thursday)
First Year	1. Public hearing on individual General Plan amendment applications	1. Public hearing on individual General Plan amendment applications.	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Area No. 1
Second Year	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Areas No. 2 & 6. 3. Public hearing on modification of Planning Area No. 1 if any. 4. Public hearing on modification to other General Plan elements.	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Areas No. 3 & 4. 3. Public hearing on modification of Planning Areas No. 2 & 6 if any. 4. Public hearing on modification to other General Plan elements.	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Area No. 5. 3. Public hearing on modification of Planning Areas No. 3 & 4 if any. 4. Public hearing on modification to other General Plan elements. 5. Modification of General Plan Priorities.
Third Year	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Areas No. 7 & 8. 3. Public hearing on modification of Planning Area No. 5 if any. 4. Public hearing on modification to other General Plan elements.	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Areas No. 9 & 10. 3. Public hearing on modification of Planning Areas No. 7 & 8 if any. 4. Public hearing on modification to other General Plan elements.	1. Public hearing on individual General Plan amendment applications. 2. Report to Planning Commission on Land Use Element of Planning Area No. 1. 3. Public hearing on modification of Planning Areas No. 9 & 10 if any. 4. Public hearing on modification to other General Plan elements. 5. Modification of General Plan Priorities.

modification of this implementation section of the General Plan text at the Planning Commission's December General Plan review meeting. The Planning Commission shall, following review, submit a written report and recommendation thereon to the Board of Supervisors at the earliest possible date following such consideration.

2. Continuing Review of Present County Ordinances

The Staff, Planning Commission and Board of Supervisors shall undertake the continuing evaluation of all ordinances relating to the implementation of this General Plan and establish such hearings as are necessary to modify such ordinances as may be deemed appropriate.

3. Continued Monitoring of Pending State and Federal Legislation

The Staff and Planning Commission shall monitor pending State and Federal legislation in terms of its effect upon the consistent implementation of this General Plan and shall, where it is felt appropriate, request the Board of Supervisors to take such action as is considered necessary to effectively oppose, modify, or support such legislation.

B. SPECIFIC ACTIONS

The following list of additional specific actions has been derived from the various elements of this General Plan. The priority with respect to accomplishment of such actions is designated in the following manner:

- Priority A - Highest priority with action to be taken at the earliest possible time.
- Priority B - Medium priority, action to be taken dependent upon Staff and Planning Commission time.
- Priority C - Lower priority, the action pending accomplishment of some other preliminary matter upon which this action is dependent.

1. Preparation of Community Plans for Unincorporated Urban Places (Priority A)

It is appropriate that specific Staff and Planning Commission effort with maximized citizen participation be accomplished resulting in preparation and final adoption of detailed community plans being prepared to guide future development of the County's unincorporated places with these plans to be undertaken according to the following listed order:

- | | | |
|-------------------|-------------------|-------------|
| (a) Denair | (e) Empire | (i) Grayson |
| (b) Knights Ferry | (f) Crows Landing | (j) Hickman |
| (c) La Grange | (g) Valley Home | (k) Keyes |
| (d) Salida | (h) Westley | |

2. Preparation of Additional Zoning District Regulations
(Priority A)

It is necessary and desirable that additional zoning regulations be developed either as specific new zoning districts or as combining district regulations implementing the objectives of this General Plan with respect to the following:

- (a) Protection of existing and potential development within the flood plain of a river.
- (b) Protection of areas of critical concern with respect to conservation as established by the Conservation and Open Space Element.
- (c) Protection of areas subject to potential hazard as designated within the Conservation and Open Space Element.
- (d) Protection of established scenic corridors along streets and highways designated within the Conservation and Open Space Element.

3. Restudy Leading to the Increased Comprehensiveness of the Transportation Element (Priority A)

At the time of the initial adoption of this General Plan text, priority of time did not allow a comprehensive review and modification of the Transportation Element based upon the newly completed Land Use Element and County Transportation Plan. This revision and modification should be undertaken at the earliest possible opportunity.

4. Amendment of the County Subdivision Ordinance to invalidate existing County subdivision maps for which no improvements have been made, no parcels sold, and for which approval is in excess of 10 years old.

(Priority B)

5. Development of an ordinance which would allow for clustering of residential units on parcels of lesser area than otherwise required in return for a guarantee with respect to the maintenance of the equivalent amount of area in permanent open space and/or agricultural usage. (Priority B)

6. Coordination of various studies of drainage and ground water problems completed or underway so as to assist in the development of a county-wide water management program. (Priority C)

7. Formulate and adopt County policy to encourage use of dredger tailings as sand and gravel resource prior to utilization of such deposits lying beneath productive agricultural land and requiring complete rehabilitation of any such sites utilized. (Priority B)

8. Development of policy and/or ordinance requiring use permits inside the airport planning boundary of public or military airport facilities and within minimum noise contours of freeways or highways by a noise compatible use. (Priority C)
9. Development of a County noise ordinance in addition to the above that would be enforced locally and which would cover those areas not under the jurisdiction of the state or federal agency. (Priority C)
10. Continue development of a coordinated city-county effort to develop imaginative and responsive approaches to housing needs within the county through the Housing and Community Development Act of 1974 and such other local, state, or federal approaches as may be available. (Priority A)
11. Amendment of the Noise Element to include noise contours of ground facilities associated with all military airfields and airports operating under a permit from the State Department of Aeronautics when they become available from the appropriate agencies. (Priority C)

Stanislaus County



ENVIRONMENTAL ASSESSMENT

ENVIRONMENTAL ASSESMENT

The California Environmental Quality Act requires an analysis of the environmental impacts of proposed public and private projects which may have a significant effect on the environment. This entire proposed General Plan for Stanislaus County has been designed to protect the basic natural resources of the County while allowing physical and economic growth to take place. This section of the plan discusses in general terms the impacts to the environment which can be expected to occur as a result of the implementation of the plan. While this section is not itself an Environmental Impact Report, it does cover the same areas of discussion as would an EIR. The only specific EIR sections omitted are the "Description of Project" and "Description of Environmental Setting" sections. Because this Environmental Setting section is a portion of the General Plan itself, it is felt that the remainder of the plan is more than adequate to cover these areas.

A. ENVIRONMENTAL IMPACTS - LONG AND SHORT TERM

This plan contains, of course, several different elements. It is the Land Use Element which has the greatest potentials for impacts to the environment. This is the element which, in a sense, guides the location of the factors discussed in the other elements.

The chief thrust of the Land Use Element is to control growth which takes place within the County. The element has attempted to tighten restrictions on urban-type developments which are not provided with proper urban services. The element is designed to prevent unplanned, premature conversion of valuable agricultural land into other uses which can be detrimental not only to the actual land which is converted, but to surrounding land as well.

The Land Use Element has set up areas around incorporated cities and unincorporated towns in which urban growth will be allowed, provided that developers annex their land to the respective city or community services district. The plan, and subsequent zoning which supports it, act to prevent any conversion of land into urban uses without proper annexation and provision of services. The overall impact is designed to be such that agricultural land around cities and towns can be kept in that use until the community grows out to the land in an orderly manner. The plan prevents leap-frogging out away from developed areas which can cause problems of increased taxes and land use conflicts with surrounding properties, which in turn can lead to further breakdown of the area into premature urban uses. The Land Use Element does not by any means stop growth. It simply directs it to locations around existing urbanized areas and requires provision of urban services at the proper time to those areas in which growth does occur.

The areas in which the plan allows urban growth to occur are the 20 year sewer service areas of each community, as established by the cities and towns themselves. No attempt has been made to determine how realistic, in terms of actual growth, the ultimate boundaries may be.

Although the plan does not itself cause development to take place, it does allow development subject to the conditions outlined above and in the Land Use Element itself. Based on the 20 year sewer service boundaries which have been used in developing the plan, there can be a substantial conversion of agricultural land to nonagricultural uses. At the present time, those areas designated "urban transition" on the Land Use Element for all the communities in the County contain over 32,000 acres of undeveloped land.* Of this total, over 27,000 acres are lands with a U. S. Soil Conservation Service Storie rating of 80 or greater, which are defined as prime agricultural land. This means that approximately 9% of the total 312,000 acres of Class I and II soils in the County are subject to conversion of nonagricultural uses under the plan. Loss of this prime agricultural land would act to force those uses presently found on the soil out into other areas of good soils, thus displacing existing agricultural uses of those soils. The end result would likely be to force more intensive use of the lower classes of soil. These soils can be successfully farmed, although they do require greater investment and management. This in turn increases costs of products eventually produced on the land. Of course, exact dollar amounts, or even the kinds of changes which may occur are virtually impossible to predict, due to uncertainty about market conditions, which lands are converted, and at what rate land use conversions occur.

In addition to the possible loss of the land within the urban transition areas for agricultural uses, there will be a corresponding loss of agricultural open space and wildlife habitat. As discussed in the Open Space and Conservation Element, agricultural lands can have definite values as wildlife habitat and scenic values as open space. Conversion to urban uses would be a permanent destruction of habitat to those species presently using these areas. Some animals, especially bird and insect species which are compatible with urbanization, would remain. There are no know rare or endangered animal species known to exist within the proposed urban areas of the County with the exception of the Bald Eagle seen in the La Grange area. No changes are anticipated in the area used by the eagles. The blunt nosed leopard lizard and the giant garter snake are thought to possibly exist in the County, although the State Department of Fish and Game indicates that they are not definitely known to exist here. The Conservation/Open Space Element of the plan identifies and sets a high priority on preservation of riparian habitat areas, which provide the most valuable wildlife habitats in the County.

There are a number of rare and endangered plant species found in Stanislaus County, although most are found in the foothill areas. Some species could exist in the areas around Knights Ferry and La Grange. Growth in these communities could remove any species found there.

*Undeveloped land is defined as parcels of three acres or more which are either vacant or in agricultural use.

The ultimate conversion of 32,000 acres to urban uses will have an obvious impact on the open space and aesthetic character of the County. Although some open space will remain in yards and parks, the overall effect of a change from agricultural to urban uses is substantial. The value of open space for aesthetic purposes is subjective, and will affect individuals to varying degrees, but a significant change will definitely occur.

Ultimate development of the urban transition areas is, of course, necessary to house a great increase in population which can be expected. The State Department of Finance anticipates an increase by 1995 to about 296,000 persons, up from the present population of 213,600. Virtually all of this increase can be expected to take place within and around the urban areas. This will require substantial upgrading and expansion of public utilities and services to meet needs.

The Circulation Element of the General Plan addresses the need for the motor vehicle transportation routes to meet increased population. It lays out the basic network of streets and highways which will serve the County. Virtually all the proposed major streets and highways which are seriously planned are already in existence, although they are not developed to their ultimate widths. New street construction will largely consist of minor and collector streets within urban areas. The major impacts associated with this Circulation Element in its present form would be conversion of land adjacent to existing roads when they are widened to their ultimate right of way. Exact amounts of land thus converted are unknown at this time, as such a figure is subject to ultimate growth patterns and timing, and subject to revisions which may occur as a result of the upcoming review of the Circulation Element. Impacts of conversions of land for new streets within the proposed urban areas are considered as a part of the overall urbanization of those areas.

Improved street facilities, coupled with increased population, will increase automobile and truck traffic within the County. Numerous factors come into play when estimating the amount of the increased traffic, but the 1975 Stanislaus Area Transportation Plan estimates a figure of 1,732,000 daily person trips, up from 1,010,000 trips in 1970. This would be a 71% increase. Future outside influences could modify this figure, but it still seems safe to say that a substantial increase in traffic will take place. This will produce corresponding consumption of energy resources and increased amounts of air pollution. Again, precise figures are unavailable due to many considerations, including the very generality of the plan. It is likely in light of recent world wide energy concerns that fuel efficiency of motor vehicles will increase, while emission levels decrease in the future. Nevertheless, the Stanislaus Area Transportation Plan and the State Air Resources Board have indicated that this area is not expected to be able to meet future air quality standards. Orderly, planned growth from the cities outward, rather than haphazard sprawl, can produce more efficient transportation routes and use of energy.

Increased population, particularly within concentrated areas, can produce increased noise levels within those areas. Increases in traffic, as well as new business and industries, will be leading contributors. The General Plan has proposed to require use permits

for developments in areas subject to noise, such as around freeways and airports. It has also recommended that eventual adoption of a County noise ordinance, spelling out specific noise levels which will and will not be allowed. No adverse impacts are expected from the adoption of the Noise Elements.

Similarly, no adverse effects are expected from adoption of the Housing Element. It deals with the provision of adequate housing for the residents of the County, including means of obtaining housing and insuring its safety and adequacy. Here the concern is mainly with areas within the cities of the urban transition designation. The Housing Element is therefore, from an environmental viewpoint, a subsection of the Land Use Element, without separate environmental impacts, with two possible exceptions. One of these could be a disruption of residents if they were, because of currently inadequate housing, required to relocate due to implementation of some of the policies recommended in the Housing Element. Although relocations are not proposed as such, they could possibly occur. Relocations can at times produce sociological and psychological disturbances to persons moved, although this is by no means a definite impact. Moves also have beneficial effects which can outweigh their adverse effects.

The second possible impact would be if any historic buildings were, as a result of programs recommended by the Housing Element, found to be hazardous and in need of removal. Consultation with local historians before any such steps for removal take place could avoid this problem.

Effects on water quality can be expected with an increased population, as allowed by the plan. The Open Space and Conservation Element discusses the present water quality situation, including groundwater problems and surface water quality. The plan calls for cooperative study of these problems by agencies with expertise in the matter in the hopes of improving current problems. The requirement that new residential developments first obtain connection to public sewage disposal systems rather than make use of septic tanks will help to prevent new water quality problems, particularly in areas of high groundwater levels.

The impacts described above, both positive and negative, are basically long term in nature. The General Plan is a long term planning document. None of the impacts described will be sudden, or will even necessarily take place at all. The plan simply permits these things to happen and attempts to control the adverse effects.

B. UNAVOIDABLE ADVERSE EFFECTS

If the General Plan is implemented as proposed, the effects described in the previous section appear unavoidable. They will occur to the degree that growth occurs in the County. The exact degree or magnitude of the effects is highly variable, depending on specific growth patterns and locations, technological changes, and other outside influences. Removal of land from production, loss of wildlife habitat, effects on air quality, increased noise levels, loss of open space,

and changed aesthetics are all apparently unavoidable if the plan is implemented. The plan is based, however, upon the ideal of responding to environmental factors and making impacts thereon as minor as possible.

C. MITIGATION MEASURES

The General Plan as proposed is designed to protect the County environment while still allowing orderly growth and development to occur. The plan proposes many programs designed to mitigate adverse environmental effects of growth, several of which have already been mentioned. Limiting development in areas of orderly growth, along with provision of urban services, for example, mitigates a number of adverse effects associated with past, unplanned developments.

The call for development of a zoning designation to protect environmentally sensitive or hazardous areas will produce benefits of preservation of wildlife and open space, while acting to insure public safety.

The preparation of community plans for the unincorporated towns of Stanislaus County will help insure that what growth occurs in these areas will be in a proper fashion with a minimum of environmental conflicts.

Coordination of various present and proposed water studies can help improve the water quality situation in the County to meet the needs of the increasing population.

The development of a noise ordinance will aid in the mitigation of increased noise levels due to population increases in urban areas.

The plan recommends the establishment of a policy for use of dredge and hydraulic tailings from already disturbed lands to meet needs for sand and gravel resources. This would allow other, undisturbed areas containing the resource to remain in their present state and would return the disturbed land to a useful condition.

The Housing Element seeks to upgrade housing conditions throughout the County, thus improving the living environment for persons who may presently live in less than adequate housing.

Probably the most important mitigation factor is the plan's attempt to protect the agricultural land which is the base of the County's economy. Although land designated urban transition by the Land Use Element can be urbanized, the remainder of the County will be better protected from unplanned growth and developments. The plan basically provides long term protection of agricultural land outside the growth areas of existing communities.

D. ALTERNATIVES

A wide variety of alternatives to the recommended general plan elements exist. For the Land Use Element these alternatives range from a return

to the unplanned situation which existed with the A-1 Unclassified zoning and its results of fragmented urban sprawl to a more regulatory "iron ring" approach establishing restrictions on all growth. The adverse environmental consequences of the former would be similar to those of the present proposal in type, but would be much greater in magnitude. This alternative would leave little protection except by change for the County's environmental resources.

Haphazard development could produce a greater loss of agricultural land, with effects felt over a much wider area than just the urbanized parts of the County. Sprawl would also lead to increased energy consumption and air pollution, due to greater distances that would have to be traveled between residential areas and places for shopping and employment. Intrusion of urban uses into agricultural areas usually produces some basic use conflicts which result in the inability of farmers surrounding the urban use to continue operations. They are thereby forced to try to make other uses of their land. This premature and widespread type of process could have adverse effects on the economy of the County, which is heavily dependent upon agriculture.

On the other hand, a "no growth" type of plan would provide excellent protection for the physical environment. It would maintain the County in more or less its present conditions, and although there would be no provision for improvements to existing conditions, neither would there be the loss of agricultural land and its associated impacts as discussed previously. Land would remain available for farming, and air quality would improve due to improved technology along with state and federal requirements. Wildlife habitats and open spaces would remain basically as they are, as would the aesthetics of the area. This type of plan would have adverse social and economic effects however. Lack of growth would lead to increased property taxes on present facilities to pay the rising costs of public services, even if the services remain at their present levels. Unemployment would likely increase in construction and service trades.

There are also numerous alternatives within the range of these two extremes including the one which was chosen. The impacts of each would vary according to the exact policies which it proposed to implement. The "no project" alternative, which must be considered, is really not possible here. These general plan elements are required by state law. If they are not prepared, the County faces loss of a substantial amount of state funds and is open to lawsuits on a wide variety of actions which it may take.

Although the previous discussion was directed primarily at alternatives to the Land Use Element, many of the statements made apply to the other elements as well. They tend to discuss specific programs to be developed to solve problems and meet needs within the overall framework of the Land Use Element. Noise, housing, open space, and circulation are all factors which are of concern within the scope of the Land Use Element.

There are, of course, specific programs possible within each of these elements which could have greater or lesser impacts than those proposed.

For example, proposing a noise ordinance prohibiting all noises over a certain level could certainly lower noise levels, but could have severe economic effects. There are countless other policies throughout the plan which are possible, some with a greater impact and some with a lesser effect.

E. IRREVERSIBLE ENVIRONMENTAL CHANGES

Although no irreversible changes will occur as a direct result of this plan, it does allow several which are likely to occur. Here again, the primary change is the commitment of land to urban uses, which are permanent in nearly all cases. Other impacts such as aesthetic changes and destruction of wildlife habitats are also irreversible. The commitment of vast amounts of building materials and fuel used in constructing improvements is similarly irreversible. The exact degree to which any of these commitments or changes will occur is, of course, dependent upon the kind of growth which actually takes place within the limits set by the plan.

F. GROWTH INDUCING IMPACT

This plan is not growth inducing. Rather, it is growth controlling. It does not, even in the Circulation Element provision for a highway system, encourage growth. It recognizes the fact that growth has occurred in Stanislaus County, and will continue to occur. The plan seeks to direct growth into specific locations where proper services can be provided and environmental impacts minimized. The plan allows the market place to determine the rate of growth, but acts to protect the resources and living conditions which are the basis for that growth.

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